DOCUMENT RESUME

ED 052 398 AA 000 719

TITLE	Exceptional Children Conference Papers: Trends and Issues in Special Education.
INSTITUTION	Council for Exceptional Children, Arlington, Va.
SPONS AGENCY	Bureau of Education for the Handicapped (DHEW/OE), Washington, D.C.
PUB DATE	Apr 71
NOTE	138p.; Papers presented at the Annual International Convention of the Council for Exceptional Children (49th, Miami Beach, Florida, April 18-24, 1971)
EDRS PRICE	EDRS Price MF-$0.65 HC-$6.58
DESCRIPTORS	Civil Liberties, Educational Objectives, Educational Opportunities, *Educational Trends, *Exceptional Child Education, *Handicapped Children, Literature Reviews, Student Participation
IDENTIFIERS	Bureau of Education for the Handicapped, Council for Exceptional Children

ABSTRACT

The first of six papers on trends and issues in special education focuses upon child advocacy with emphasis on exceptional children, citing research and other evidence indicating that people and agencies are abusing children both legally and illegally on an extensive scale and that special education programs and personnel are involved. The second paper, addressed to students, explains how students with the assistance of the Council for Exceptional Children, can effect change within the existing structure for the implementation of special education. The federal government's interest and role in educating the handicapped and objectives of the Bureau of Education for the Handicapped are viewed by Edwin W. Martin. Also presented is information on special education in Toronto; a paper in which S. C. Ashcroft, past president of the Council for Exceptional Children (CEC), discusses CEC responses to the challenge of special education; and a rebuttal of criticisms of special education for the mentally retarded. (KW)

ED 052 398

Exceptional Children Conference Papers:
Trends and Issues in Special Education

Papers Presented at the
49th Annual International CEC Convention
Miami Beach, Florida
April 18-24, 1971

Compiled by
The Council for Exceptional Children
Jefferson Plaza, Suite 900
1411 South Jefferson Davis Highway
Arlington, Virginia 22202

AA 000 719

U.S. DEPARTMENT OF HEALTH, EDUCATION
& WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

PREFACE

Trends and Issues in Special Education is a collection of six papers selected from those presented at the 49th Annual International CEC Convention, Miami Beach, Florida, April 18-24, 1971. These papers were collected and compiled by The Council for Exceptional Children, Arlington, Virginia. Other collections of papers from the Convention have been compiled and are available from the ERIC Document Reproduction Service. Other collections may be found by consulting the Institution Index of Research in Education under Council for Exceptional Children or the Subject Index under Exceptional Child Education. Titles of these other collections are:

Deaf-Blind, Language, and Behavior Problems
Diagnostic and Resource Teaching
Gifted and Developmental Potential in Women
    and the Disadvantaged
Infantile Autism
Local, State, and Federal Programs
Physical Handicap
Pre and Inservice Teacher Preparation
Specific Subject Programs for EMRs and TMRs

Table of Contents

Child Advocacy with Emphasis on Exceptional Children 1
John F. Mesinger, University of Virginia

Creation of Informal Structures for the Implementation of Special Education 62
Timothy L. Roorda, University of Washington, Seattle

Full Educational Opportunity for Every Handicapped Child: A National Goal 82
Edwin W. Martin, Bureau of Education for the Handicapped, Washington, D. C.

Special Education Band Wagons - We Had One But the Wheels Fell Off 99
Joan Kershaw, E. N. McKeown, J. J. Acheson, Toronto Board of Education, Toronto, Ontario, Canada

The Special Education Challenge - The CEC Response 107
S. C. Ashcroft, George Peabody College for Teachers, Nashville, Tennessee

Why Special Education for the Mentally Retarded: A Rebuttal of Criticisms 127
G. Orville Johnson, The Ohio State University

CHILD ADVOCACY
WITH EMPHASIS ON EXCEPTIONAL CHILDREN

John F. **Mesinger**
University of Virginia

Preface

The topic of this paper was conceived by the executive committee of the Council on Children with Behavior Disorders and the investigation was supported in part by funds from this organization. The investigation, construction of the report, and presentation are the responsibility of the author.

Beginning with the memorable statement adopted by the CCBD membership in convention in Denver, 1969,[1] the intent of the investigation was to determine whether sufficient evidence in the literature exists to fully document that statement. For that reason the author has concentrated on primary sources for the most part. First hand anecdotal reports were used where the data seemed to add a new dimension to topics discussed in the research literature.

The author tried to cover a broad spectrum of exceptional children, special educators, and special educational practices. Yet from his reading of the literature it appears that some kinds of handicapping conditions are only infrequently discussed in the literature.

---

[1] Council for Children with Behavioral Disorders:
"We believe the following to be true, that the values and practices of professionals concerned with children produce schools which:

2

1. Deprive all children of the experience of self-fulfillment; causing them to fail in school; to be excluded from school; to become impotent in education and society;

2. Create and maintain racist, and otherwise dehumanizing values in society; and

3. Use labels which place responsibility for failure on the child, his parents, or on other factors unrelated to his school experiences.

We further believe that special educators have allowed themselves to be used to perpetuate these means of harming children through practices which shield American education from its failures.

Moreover, we believe that CEC and its divisions have permitted themselves to be used as one of the special arrangements for relieving individual and institutional guilt and responsibility. Now, therefore, CCBD calls upon CEC to:

1. Seek a definition of exceptionality that is educational in its origin and conception, and in its diagnostic and remedial implications.

2. Strongly affirm the inadequacy of the traditional special education model of remediation, and actively affirm the need for the development of a new model that involves the total system and all children."

In order to keep the project within manageable limits the author decided to include only studies published from 1960 through 1970. This was done inspite of some discomfort at reporting several studies which were later in a series initiated in the 1950s.

Almost anyone working in a youth-oriented social agency is aware of instances of neglect to provide appropriate services or a heavy-handed over-attention to some youth. Among those who take pay for doing (or misdoing) these deeds there is usually a rationalization accompanying such behavior so as to excuse behavior or project blame.

Approaches to documenting injustices committed on youth resemble the problems attendent to discovering the form of an ant colony. One knows it is there underground, yet attempts to excavate it will cause distortion of the forms the spaces take. Molten lead can be poured in and retrieved, but there is no colony left after the study. Artificial colonies may be supported between sheets of glass, but these remain imperfect models of natural reality. The entomologist must be creative to assess reality.

So too, the social scientist must not be impressed with the face value of relationships, people and institutions he is studying. For example, if one relies only on statistics obtainable from official records a highly positive distribution of crime committed by the poor seems obvious. When research approaches are more creative, a far larger proportion of middle class delinquent activity comes to light. The discrepancy in crime statistics becomes one of "who is caught or made a matter of record" rather than a difference in frequency counts.[1]

---

[1] Vaz, Middle Class Juvenile Delinquency, Harper & Row, 1967

As will be noted later in this report, research exists (of varying quality to be sure) to support the view that some children are placed at a disadvantage by the various agencies and personnel who are charged to serve all with equal justice. However, there does not appear to be any comprehensive programatic research to discover the scope of these youth problems.

Considerable research reports (both published and unpublished) directed toward the emotional problems of youth were collected for the multi year NIMH study which led to the report, "Joint Commission on Mental Health of Children."[1] The overall picture developed in this study is not a reason for pride or satisfaction.

To be sure, not all of the research picture is grim. Coles[2] seems to have found that where disadvantaged youth are being exposed to good teaching they appear to be learning appropriately. In point of fact the actual numbers of disadvantaged, poor, inner city, ethnic minority, and related subgroups of children who are receiving "good teaching" is relatively small in any inner city or poor rural school system.

> "...education programs (in Virginia) will be provided for approximately 40% of the handicapped children of school age during the next school year (1970-71)...estimated 2% of the school population of the state is emotionally disturbed to the extent requiring special services...96 classes serving emotionally maladjusted children reimbursed by the state in 1969-70."[3]

---

1. "Joint Commission onMental Health of Children", 1969.
2. Robert Coles, "Teachers and the Children of Poverty", Potomac Institute, 111 pp. 1970
3. Public Document: Issue paper for the VALC Study Committee on the Needs of the Handicapped, Va. State Dept. of Elementary and Special Education.

When one has observed the realities of operations at first hand and then reads the assessments of performance perpared by agency bureaucrats one is impressed with the relative mildness of language describing conditions which would be considered intollerable by those humanistically inclined:

> e.g. "Thus, although Virginia made great strides in services to the delinquent, the plain truth is that those services kept pace neither with the exploding needs of her children nor with the potential of a burgeoning technology in all the behavioral sciences... The past twenty-five years were a moment in history in which reasonable progress was tantamount to standing still."[1]

> e.g. "The faculty of the Newark School System, relative to suburban teachers, are poorly trained and not highly motivated to educate disadvantaged children...one fifth of the faculty or approximately 600 teachers, are classified as substitute. These teachers are not permanently certified by the State of New Jersey, and/or have not taken or have not passed the examination required by the Newark Board of Education. The substitute salary is $5,500 per year. There are no fringe benefits, no tenure, and no pay grade credit for time served in that capacity."[2]

---

[1] Status in Quo, Evaluation of the State Corrections Services for Youth. The Virginia 10 Year State Plan.

[2] Newark Model Cities Application to HUD

Situations like those described in the above quotation can be documented by both expert witness testimony and literature such as the Model Cities Applications which have been filed with HUD, the Juvenile Delinquency sections of the 50 state plans prepared under provisions of theOmnibus Crime Control and Safe Streets Act of 1968, the various state welfare and institutions plans prepared under the Juvenile Delinquency Prevention and Control Act of 1968, and the various plans and recommendations being developed by State Special Education Departments and Departments of Mental Hygiene and Hospitals.

In truth the average citizen seems to assume that if an agency exists to serve a category of youth, the quality of the service rendered is satisfactory. In some instances the hint that all is not well is given by newspaper feature writers.

> e.g. "No person known or alleged to be under the age of 18 years should be transported in a police wagon, confined in any police station, prison, jail or lockup, or be transported, or detained in association with criminals or vicious or disolute persons; except that a child of 14 years of age or older may, with the consent of the Judge, Clerk, or Juvenile Probation Officer, be placed in a jail or other place of detention for adults in a room or ward entirely separate from adults."[1]

So states the Virginia law in relation to juveniles. Yet law enforcement officials in the city of Charlottesville and the County of Albemarle apparently break this law several times each week. The police include pre-teen runaways among other juveniles accused of crimes. They are forced to do so because there is no special place in the jails for housing juvenile offenders; they use the women's section for the young ones.

---

[1] Linda Hager Clapp, "Need is Seen for Better Juvenile Offender Care" Daily Progress, Charlottesville, Va., Nov. 15, 1970, Sect. 1C

In fact the jails here are in such poor condition that state officials have threatened numerous times to close them. A local newspaper article dated April 12, 1967 said,

> ' if Albemarle doesn't submit a realistic time table within 60 days for replacement of its jail, the jail will be closed.'

It also said that,

> 'the city jail was listed as the 9th worst in the state system and threatened with closure unless immediate plans for improvement were submitted.'

The jail systems here had been condemned for at least five years previously, the article further disclosed. As the article implies, this has been a condition which has been in existence for a long time, has been brought to the attention of the public before, and no action has been taken over many years of time.

As is the case with the mentally ill child there is no strong lobby to speak in the legislatures and courts against injustices. The juvenile labelled delinquent is assumed by many to be deserving of any punishment he gets. Nor is the public generally aware of the variety of "crimes" which are crimes only if committed by youth under certain ages.

One can predict that the article referred to will have no more effect than the prior one quoted in it. In these times few public officials dare behave responsibly enough to run the risk of being accused of "permissiveness" and/or coddling criminals.

On the other hand, a more sustained evaluation of the situation has provoked the social agents to some forms of action. In the event of inaction the usual chain of responses runs as follows: (1) the charges made are not true, (2) while they are true, there are extenuating circumstances, (3) we knew it all along and have been planning corrective action.

In 1967 the nation was made aware of the depth of poverty then existing within our affluent society. Television, radio, news journals, and newspapers repeated the sad tale of human neglect and misery.

> e.g. "In delta counties...we saw children whose nutritional and medical condition we can only describe as shocking - even to a group of physicians whose work involves daily confrontation with disease and suffering. In child after child we saw evidence of vitamin and mineral deficiencies; serious untreated skin infestation and ulceration; eye and ear diseases; also unattended bone diseases secondary to poor food intake; the prevalence of bacterial and parasitic disease, as well as severe anemia...in boys and girls of every county we visited, obvious evidence of severe

> malnutrition with injury to the body tissue - its muscles, bones, and skin as well as an associated psychological state of fatigue, listlessness and exhaustion... we saw children who don't get to drink milk, don't get to eat fruit, green vegetables, or meat. They live on starches - grits, bread, kool-aid... In some we saw children who are hungry and who are sick - children for whom hunger is a daily factor of life and sickness in many forms an inevitability. We do not want to quibble over words but "malnutrition" is not quite what we found... They are suffering from hunger and disease and directly or indirectly they are dying from them - which is exactly what starvation means."[1]

This report which was undertaken in Mississippi under a Field Foundation Grant in May 1967, was the subject of television documentaries, many newspaper articles and testimony to Congress. It supported the passage of new legislation. Yet major problems of hunger remain years later as evidenced by Coles and Clayton,[2] Shaffer,[3]

> e.g. "Nearly 17% of the 12,000 people examined in Texas, Louisiana, Kentucky and New York were so malnourished

---

1. Hungry Children - Special Report, Southern Regional Council, Atlanta, Georgia, 1967, pg. 4-6.
2. Robert Coles and A. L. Clayton, "Still Hungry in America." World, 115 pg., 1970.
3. Hearing before the Subcommittee on Employment Manpower and Poverty of the Committee on Labor and Public Welfare, U. S. Senate, U. S. Government Printing Office, Washington, D. C., May-June, 1968, p. 175

> that they required immediate aid. Thirty-four percent of the preschool children examined were so anemic that they needed medical attention."

Choate[1], the report of the Citizens Board of Inquiry in the Hunger and Malnutrition in the United States.[2]

> e.g. "The commodity distribution program... if these foods represent the sole sources of nutritional intake as they often do, they do not represent an adequate diet. Indeed the supply usually runs out by the 22nd or 23rd of the month. The operation of the food stamp program has never fulfilled its promise... It does not provide the necessary buying power to purchase an adequate diet, even by department of agriculture's own standards."

and Drew.[3]

> e.g. "As commodities have been replaced by stamps, thousands of people have been left with no assistance at all."

---

[1] Robert B. Choate, Hunger & Malnutrition Among American Poor-Background data for Constructive Action in 69, National Inst. of Public Affairs, Washington, D.C., Feb., 1969, pg. 13.

[2] Hunger U.S.A., A report by the Citizens Board of Inquiry in the Hunger and Malnutrition in the US", Community Press, Washington, D.C., 1968, p.5.

[3] Drew, Elizabeth B. "Going Hungry In America," Atlantic Monthly, December, 1968, p.55.

11

Children are a prime target of the ineptitude and inadequate provision of basic food supplies for the poor in this affluent country. Choate[1] has noted that of the estimated 6 million poor children, only two million receive a free or reduced price lunch, 2/3 of the poor children in America or 4 million do not get a hot lunch at school. In fact 8/10 of the recipients of the program are not disadvantaged children.

This rather extensive referencing to the problem of nutrition is considered here because of its documented relevance to the mental health and the ability of children. Dunn [2] has stated that: "there is no known cause for over 90% of the mentally retarded individuals in the United States and Canada today... There is no discernible neurological impairment for 99% of the IQ 50 to 75 group."

A senate committee in 1961[3] disclosed a high incidence of physical and social pathology in families receiving aid to needy children (ANC) funds. Among ANC families, a study in Santa Clara County reported 13% had problems of mental deficiency as compared with the estimated average of 3% for the general population. There is strong evidence[4] that malnutrition plays a role in prematurity and that there is a high correlation between prematurity and birth defects including mental retardation. There is also impressive evidence that severe malnutrition of an infant can cause irremedial brain damage.[1]

---

[1] Robert B. Choate, "Hunger &Malnutrition Amongst American Poor," background data for constructive action in 1969, National Institute of Public Affairs, Washington, D.C. Feb. 1, 1969, pg. 13.

[2] L. M. Dunn, Educable Mentally Retarded Children," in Exceptional Children in the Schools, ed. by L. M. Dunn, New York, 1963.

[3] Report of Senate Fact Finding Committee on Labor and Welfare, Aid to Needy Children Program, 1969, pg. 48.

[4] Charles U. Lowe, MD., Nutrition, Child Care, & Public Policy; Food Industries Advisory Committee, The Nutrition Foundation in Florida, 1968, pg. 10.

One may reasonably infer from the above that deficiencies of maternal and child care, medical, and nutritional, and related welfare services are adding a considerable number of potential candidates for special education services each year. Failure to attack these causal problems effectively will make the task of special education Herculean even without the numbers of children who are and will be inappropriately assigned to such services.

---

1. John A. Churchill, MD., Hunger and Malnutrition in the United States, pg. 175

THE MULTISTEP EXTRUSION PROCESS

Although we seem verbally committed to the concept of educating all children, in point of fact we have a system which is oriented to only youth with certain characteristics; among them which are socio-economic, ethnic, intellectual, and behavioral variables. Other children in large numbers who fail to meet those criteria are helped to fail. In addition, well motivated special provisions for exceptional children can and are being perverted to assist children out of the system of public education.

The professionals[1] debate the wisdom of educating trainable mentally retarded children (IQ below 50) in the schools and indeed some states (i.e. Ohio) include them in welfare rather than Education Departments. Even where such levels were included under state law (i.e. Pa.) some cities (i.e. Pittsburgh)[2] have a long history of excluding TMRs from any school until a classroom space is available. Indeed, through the means of short-form Binets many educable mentally retarded children were excluded until age 8 and dismissed after their 16th birthday by psychologists giving from 750-1100 short form Binets per year.

When apparently aggressive children are not controlled in regular class they may successively be sent to Resource Rooms for emotionally disturbed children and from there to classes for EDs or EMRs. The next stop, if not manageable, is usually a series of suspensions culminating in permanent exclusion by the school authorities.

---

[1] I. I. Goldberg & William M. Cruickshank, "Trainable but Non-educable", National Educational Association Journal, 47 (Dec., 1958) 622-23.

[2] Evaluation of Pittsburgh Schools, Maurice Fouracre, Director, 1960.

The extrusion process of disruptive youth from public schools, the lack of local community psycho-educational facilities and the lack of state institution spaces for youth make a seller's market for people who wish to make a profit "teaching" disturbed youth in private residential settings.

Operating effective hospital programs for emotionally disturbed youth is expensive and requires highly trained staff. These are not easy to achieve even when there is a will to do so. The layman is often satisfied with form rather than substance. Thus a local editor[1] can say of Virginia's Hospital Facility for ED youth:

> "It does not matter a great deal that the (recently announced) accreditation is provisional and that Eastern State must correct certain deficiencies found during a recent inspection by a joint commission survey team."

The expression of such ignorance is tragic when texpayers may be led to believe that the current situation is acceptable.

The existence of Federal Defense Funds (for military dependents) among others, guarantees that some people will become available to spend the money (Ostensibly to help disturbed youth). Unlicenses (and unlicensable) homes become

---

[1] Mental Health Victory, Daily Progress, Charlottesville, Virginia, Nov. 29, 1970, pg. 4.

"treatment facilities" until someone "blows the whistle" on the operation.[1]

> "Judge Mayes held that operation and maintenance of the center constituted the illegal operation of a hospital in violation of Virginia law. He also held that the center was a public nuisance because of inadequate and improper supervision, maintenance, and operation."

As Easson[2] has pointed out, even psychiatric hospitals staffed with competent people are inappropriate for some youth referred to them. Contrary to expectations,in some instances inpatient placement brings not the anticipated emotional growth and personality integration but rather behavioral regression and disruption. In case reports reminiscent of Ken Kesey's book "One Flew Over the Cuckoo's Nest", he describes the misuse of such facilities for punishment and other inappropriate goals.

Many disruptive children are neither referred to special class, private facilities, court or other resources. They and their families are frequently harrassed in a variety of ways until they drop out of school. In all too many instances the behaviors that teachers label deviant are ways pupils use to express their lack of understanding or sympathy with the teachers' imposition of her ideals, methods and belief systems. Kay and Lowe[3] have focused upon these essentially social class based differences.

---

[1] Injunction Shuts Center for Children, Daily Progress, Charlottesville, Virginia, No. 28, 1970, pg. 3.

[2] Easson, W. M. The Severely Disturbed Adolscent, International Press, 1969, 237 pg.

[3] Kay, B. R. & Lowe, C. A. Teacher nomination of children's problems: a relecentric interpretation. Journal of Psychology, 1968, 70, 121-129.

The rules that some children are punished for breaking seem in some instances to be arbitrary, capricious, and actually illegal (and sometimes the next year's norm of dress, etc.)

It would seem that, in the light of the Tinker decision (Tinker v. Des Moines Independent School District, 393 U.S. 503, 89 S. Ct. 733 (1969)) most public school boards and administrators should be actively reviewing their regulations governing student conduct to determine when and where they are supporting rules in apparent violation of students' rights under the constitution. Some of the issues thus raised are discussed by Berkman.[1]

Use of Jail Facilities

Problems attendent to youth being held in jails desighed (poorly) for adults are several in number. (Remember that youth may be held on a charge pending hearing and hence are not adjudicated delinquent at that time). The influence of the men (or women for that matter) normally prisoners in local jails can hardly be said to be positive influences for the most part. More specifically, however, is the problem of homosexual rape. Some youth submit with or without a struggle. Others try to succeed in suicide following such assaults.[2]

---

1. Richard L. Berkman, "Students in Court: Free Speech and the Functions of Schooling in America," Harvard Educational Review, Vol. 40, No. 4, November, 1970.
2. Boy's Suicide in Richmond Jail is Discussed, DailyProgress, Charlottesville, Virginia, November 18, 1970, pg. 3A.

CULTURAL DEPRIVATION AND ITS RELATIONSHIP TO INTELLECTUAL PERFORMANCE

As has been a long history of Negroes in America, children with certain characteristics have been deemed incapable of education; rather subject for training, if anything. Thus expectations of those in a position to make a difference in the lives of these children are an additional means of closing the avenues toward improvement of their condition. Special education services can become a new form of segregation for the children of the poor.

J. McV. Hunt[1] has observed that: "thus, the more new things a child has seen and the more he has heard, the more things he is interested in seeing and hearing. Moreover, the more variation in reality with which he has coped, the greater is his capacity for coping."

The literature in the area of culturally disadvantaged repeatedly reports that lack of sensory stimuli is an important factor in their llearning difficulties.[2]

Riessman[3] has observed that "the underprivileged home is a crowded, busy, active, noisy place where no one child is focused upon. There are too many children for this, and the parents have too little time."

Martin Deutsch and Burt Brown[4] have observed that children from homes where fathers are present have significantly higher IQ scores than children in homes without fathers.

---

1. J. McV. Hunt, Intelligence and Experience (New York, 1961) pgs. 258-259.
2. Irving N. Berlin, Special Learning Problems of Deprived Children, NEA Journal, LV (March, 1966), pg. 23.
3. Frank Riessman, The Culturally Deprived Child, (New York, 1962), pg. 37.
4. Martin Deutsch and Burt Brown, Social Influences in Negro-White Intelligence Differences, Social Issues (April, 1964), pg. 27.

Daniel Moynihan[1] has emphasized "almost 1/4 of Negro families are headed by females...the percent of non-white families headed by a female is more than double the percent for whites."

Oscar Lewis[2] has observed that Negro slum children are not alone in having peculiar burdens to bear. "The individual who grows up in this slum culture has a strong feeling of fatalism, helplessness, dependence, and inferiority... other traits include a high incidence of weak ego structure, immorality and confusion of sexual identification, all reflecting maternal deprivation; a strong present time orientation with relatively little disposition to defer gratification and plan for the future; and a high tolerance for psychological pathology of all kinds."

Erdman and Olson[3] have observed the difficulty in receptive communication common to all people is exaggerated in the life of the poor. They quote Collins (1964) who compared the linguistic skills of culturally advantaged and disadvantaged kindergarten children and reported that their ability to garner meaning from auditory stimuli was the least developed of all linguistic skills among the disadvantaged while the advantaged group achieved its higher scores in this all important skill.

Deutsch[4] has commented, "In the child's formulation of concepts of the world, the ability to formulate questions is an essential step of data gathering; if questions are not encouraged or if they are not responded to, this is a function which

---

1. Daniel P. Moynihan, The Negro Family, The Case for National Action (Washington, US. Gov. Printing Office, 1965), pg. 9
2. Oscar Lewis, "The Culture of Poverty," Scientific American, CCXV, No. 4 (October, 1966), pg. 23.
3. Robert L. Erdman & James L. Olson, Relationships between Educational Programs for the Mentally Retarded and the Culturally Deprived, Mental Retardation Abstracts, III, No. 3, 1966 (pg. 314.)
4. Deutsch, Disadvantaged Child, pg. 173.

does not mature."

Deutsch[1] also observed that, "The combination of the construction in the use of language and in shared activity results, for the lower class child, in much less stimulation of the early memroy function... there is a tendency for these children to be proportionately more present oriented and less aware of the past - present sequences than the middle class child."

Mirriam Hughes[2], director of the National School Lunch Program for New Jersey, indicated recently that "Teachers of students who are benefiting from the Pilot Project Breakfast Program were astounded at the alertness of children who were previously apathetic and listless. Nevertheless, thousands of children inNew Jersey come to school hungry, and leave in the same condition."

Pupils are sorted into "ready to read" first grade groups or "not ready to read" junior primary groups.[3]

A school system which initiates tracking at such an early level in the child's academic life, and thus permanently mires the individual in an inferior educational program, fails to "take account of the psychological damage that can come from such an encounter between student and the school and cannot be certain that the student deficiencies are true, or are only apparent."[4]

---

1. Deutsch, Disadvantaged Child, pg. 171.
2. Newspaper quote, by Rodger Hurley, "Poverty and Mental Retardation," Random House, 1969.
3. A Task Force Study of the Public School System in the District of Columbia as it Relates to the War on Poverty, conducted by the Committee on Education and Labor of the U. S. House of Representatives (Washington, D. C., U. S. Government Printing Office. 1966), pg. 37
4. The Washington Report, American Psychological Association, III, No. 4, June-July, 1967, pg. 2

Patricia Sexton[1] lists a number of the expenditures that are part of the "hidden price" of free public education: "some of the required and optional costs of keeping up work were: admission fees for athletic contests...dramatic performances, dues for student body, class or club memberships; mechanical drawing, wood working, laboratory science and other courses; charges for gym clothes, lockers, towels, domestic science uniforms, band and orchestra instruments and uniforms, athletic equipment, rooter's caps, class sweaters, rings, keys, pins; expenditures for various textbooks, workbooks, pens, pencils, ink, subscriptions to the school yearbook, newspaper, magazine, handbook; cost of photographs for the school yearbook and for graduation, graduation announcements, diploma fees, commencement caps and gowns."

Schools tend to exact a financial penalty for attendance on those who most need education and can least afford its costs.

"In the Hunter project...we did a survey on one 8th grade class for a 3 month period as to extra money children are asked to bring to school. It amounted to $26.50. In this class 70% of the children were in families on the welfare of New York City. A family on welfare in Junior High School receives 25¢ a month extra for the child's extra expenses."[2]

The psychological penalties exacted of minority children are appalling when perpetrated by "educators".

"In her ninth year I found her standing in front of a mirror, staring at herself, squeezing her nose, and rubbing her cheeks. She asked me, "Daddy, am I a Negro?"

---

1. Patricia Sexton, Education and Income, New York, 1961, pg. 205.
2. Vernon F. Haubrich, Teachers for Big City Schools in Education, edited by A.H. Passow, pg. 245.

"What do you mean?", I asked. To which she replied, "Teacher told me today that I am a Negro, and a Negro, teacher said, is an ugly, black person with thick lips, broad nose, and sloping forehead, and a ring in his nose - a savage." "Well, where did teacher get such nonsense?", I asked. "From this book," she answered, producing Gornman and Gersons' Geography Primer, which was used in primary schools in Philadelphia, New York, New Jersey, and Delaware."[1]

The currently used crop of textbooks and educational materials have not been purged of racism and bias even though this is not a new discovery of the 1960s.[2] Yet many whites are seemingly becoming annoyed at the persistance of complaints by blacks about this poor state of affairs.

A study[3] authorized by the California State Board of Education of 116 basic and supplemental books commented: "The results are shocking. The illustrations are populated almost exclusively by AngloSaxons and the texts are rarely mentioning a minority group except in a traditional stereotyped situation. The Negro or Mexican-American student seldom sees a member of his own group depicted as an executive, professional, or skilled worker."

The texts are frequently poor. The people charged with using them are often worse. Few cities can obtain an adequate number of competent teachers willing to work in inner-city or disadvantaged neighborhood schools.

---

1. Paul Bullock & Robert Singleton, The Minority Child in the Schools, The Progressive, XXVI (November, 1962), pg. 34.
2. Textbook Bias Being Found, Daily Progress, Charlottesville, Va., Nov. 28, 1970, pg. 11
3. Paul Bullock & Robert Singleton, The Minority Child in the Schools, The Progressive, XXVI (September, 1962), Pg. 34

Who then does cover the classroom to insure that there are enough teachers so at least there is an adult present to maintain order? The depressed area schools have to hire ESRP's, Emergency Substitutes in a Regular Position. Patricia Sexton[1] indicates that in big cities, these ESRP's make up a large part of "...are heavily concentrated in lower income schools... The student whose parents' incomes are below $7,000 per year have ESRP's 17.9% of the time. Students whose parents' earn more than $7,000 annually have ESRP's 5.5% ofthe school days... The heavy loading of ESRP's in lower income groups indicate that children in these groups have what must be termed "inferior teachers."

On the basis of this research in New York and other cities, Clark[2] indicates that schools in deprived communities have a disproportionately high number of substitutes and unlicensed teachers.

The slum schools are not only repositories for cast-off teachers, but the "promotion" system for the public education program guarantees that teachers will consider it rewarding to leave. As the Allen report indicates[3]: "A spurious reward structure exists within the staffing pattern of the New York Schools. Through it, less experienced and less confident teachers are assigned to the least desirable, yet professionally most demanding, depressed area schools. As the teacher gains experience and demonstrates confidence, his mobility upward usually means mobility away from the pupils with the greatest need for skilled help. The classrooms that most urgently need the best teachers are then often deprived of them.

---

[1] Sexton, pages 117 and 120.
[2] Clark, Kenneth B. Dark Ghetto (New York: 1965), page 138.
[3] Clark, pg. 138

Sexton[1] indicates that in big cities' "inexperienced teachers (as well as unqualified teachers) tend to be concentrated in lower income schools."

---

[1] Sexton, pg. 121

PUBLIC EDUCATION AND MENTAL RETARDATION

During the decade of the 1950s, supposedly definitive research seemed to indicate that those retarded children who remained in regular classes achieved higher academic perofrmance than did those taught in special education classes. Other studies at that time seemed to indicate that the special class MR child was "better adjusted" than his regular class counterpart. Among many assertions which could be made, the following are listed as indicators that the "definitive research" has not been published on these questions.

1. Far more males are in special classes than females.
2. Troublesome (to the teacher) children are more likely to be referred for special education evaluation and placement.
3. Special Education class placement has a positive correlation with socio-economic status.
4. A large number of Special Education teachers in the 1950s were "retreads".
5. The range of effective teaching among special education teachers may be as great as among regular teachers.
6. When in a regular class, peer effects on learning may serve to increase performance of MRs, an influence which would be lacking in an homogenized MR special class.
7. Neither special classes nor integration alone will prevent MRs from being known and called "dummies." This is an issue which has to be

dealt with by teachers and parents however the children are placed.

8. The usual records and maintenance on special class children is very inept and inadequate.

In the Coleman report[1] is stated:

> "for most minority groups, and most particularly the Negro, the schools provide no opportunity at all for them to overcome this initial deficiency (cultural deprivation): In fact they fall further behind the white majority in the development of several skills, which are critical to making a living, and particularly fully in modern society. Whatever may be the combination of non-school factors - poverty, community attitudes, low educational level of parents - which put minority children at a disadvantage in verbal and nonverbal skills when they enter first grade, the fact is the schools have not overcome it."

A study of reading ability of welfare recipients in Chicago[2] also illustrates educational failure. Four out of five who completed the fifth, sixth, and seventh grades were functional illiterates; three out of eight who finished grammer school or higher also fail to indicate the ability to comprehend the most simple elements of formal education.

---

[1] Equality of Education Opportunity (Washington, U.S. Government Printing Office, 1966), pg. 26.

[2] Edgar May, the Wasted Americans (New York, 1964), pg. 71.

Commenting on this study, May states that the findings are "not unique to the second largest city in the United States. They could be duplicated in the urban areas of Los Angeles, Detroit, Pittsburgh, Cleveland, New York, or Philadelphia."

An anti-poverty endeavor in Detroit[1] found equally distressing evidence of educational failure. It was noted that of 22,000 employed or unemployed youth, 84% had graduated from high school. "Many could not read second grade materials, or solve seventh grade arithmetic problems."

Another study from Chicago[2] indicates that 70%of 4,000 high school drop-outs, the majority of whom were of low socio-economic status, possess normal or above IQs.

In delineating scholastic retrogression in Harlem, the Haryou report[3] indicates that 22% of the third grade students in that area were reading above grade level, while 30% were reading below grade level...By the sixth grade 12% were reading above grade level and 81% were reading below level." The same sequence was found for tests of arithmetic, word knowledge, and general intelligence.

In discussing the in-school deficits which develop in Harlem schools and become even wider over the early education years, the Haryou report[4] comments:

---

1. Russell Kirk, Poverty of Condition and Poverty of Mind, National Review, (June 1965), pg. 467
2. "Editorial: The Subtler Significance of Urban Unrest", The American City, October, 1966, pg. 8.
3. Harlem Youth Opportunities Unlimited Incorporated, Youth in the Ghetto, New York, 1964, pg. 169-170 and 179.
4. Youth in the Ghetto, pg. 227.

"From this we can infer that the sources of educational problems of Harlem pupils lie in the processes which occur during the time they are in school, rather than in processes prior to their entry into school."

In Big City, an unidentified city of the mid-west, the Iowa Achievement Test - a national standardized test which purports to measure "skills" in language, work, arithmetic, reading, and vocabulary - was given to all students. Patricia Sexton[1] notes that at the fourth grade level there is 1.36 grade level difference between students from the highest socio-economic class and the lowest. At the sixth grade this gap extends to 1.8 grade level, and in eighth grade, "the lowest income students are almost 2 years behind the highest income students."

Curriculum may be a major factor in the poor performance of disadvantaged children.

Janet I.Cowgill and John F. Mesinger[3], comparing the gains of poor disadvantaged black kindergarten children given a Bereiter Engelmann Program with a similarly disadvantaged white group of kindergarten children given a conventional kindergarten program, found that IQ changes for both were significant. Black means moved from 92.8 to 104.3 and white means moved from 83.7 to 94.3. The improvement on the performance on the Metropolitan Readiness Test was significant for the black group, mean 19.3 to mean 48.5, and not for the white control group, mean 26.1 to 29.6. They speculated that being black and poor

---

1. Patricia Sexton, Education and Income, New York, 1961, pg. 28.
2. Janet I. Cowgill and John F. Mesinger, Conceptual Growth of Disadvantaged Children as a Function of Kindergarten Curricula, The University of Virginia Education Review, Vol. 8, 1970.

meant that the children initially, habitually operated with much less of their intellectual potential than was the case for those who were white and poor.

A report released on August 13, 1967[1], makes an indictment of the New York Public School System that cannot be easily dismissed, and also has its implications for other systems. "The New York City School System appears "paralized" by its problem and has failed to stem a "precipitous down-hill trend," a federally sponsored study has found. A report on the study, made by a city university research team, charged that the system had not made any meaningful change in curriculum, administrative structure, general organization, and teacher recruitment, appointment and training for at least three decades. Large, burdened by a congested bureaucracy, the school system has suffered from inertia or has responded dilatorily to the new major demands being made upon it."

Yet we should note that New York is probably doing as much as the best school systems in any large city, which makes this picture even worse. The then U. S. Commissioner of Education, Harold Howe, at the Education Conference held at Rutgers University in 1966, said[2]: "There are only two states in America that can deal with the U. S. Office of Education on equal terms, and they are California and New York."

Sexton's study[3] is representative of several which have indicated that the majority of representatives on school boards in this country are people from largely upper and upper-middle class groups. Rarely more than 3 to 15% of board members are manual workers.

---

[1] Leonared Buder, Study Here Finds School Officials Mired in Inertia, New York Times, August 13, 1967, pg. 1 and 41.

[2] Newspaper quote, by Rodger Hurley, "Poverty and Mental Retardation," Random House, 1969.

[3] Patricia Sexton, Education and Income, New York, 1961, pg. 236.

Grouping or tracking of children, a common practice in public schools, is a form of defacto segregation and evades the responsibility of teaching the poor. In Washington, D. C. , the city that Judge Skelley Wright evaluated most closely, tracking begins in kindergarten and first grade: "Metropolitan form R Reading Readiness Tests are given in kindergarten or first grade and on the basis of these scores children are locked into a system with little chance to move within it."

On a nation wide basis, the Coleman report [1] indicates "the average Negro pupil attends a school where a greater percentage of the teachers appear to be somewhat less able... The better the quality of the teachers, the higher the achievement, and...teacher differences show accumulative effects over the years in schools."

An additional problem of depressed area schools is the high turnover of teachers. Kenneth Clark[2] has written that in some classrooms the teacher may change as many as 10 times a year.

Richard A. Cloward and James A. Jones[3] have written that, "because of the greater turnover of teachers in slum schools, their relative inexperience and the geographic mobility of low income families, slum youths actually receive less instructional time than do children in middle class neighborhoods."

---

[1] Equality of Educational Opportunity, pgs. 12 and 318.

[2] Clark, pg. 138.

[3] Richard A. Cloward andJames A. Jones,"Social Class: Educational Attitudes and Participation," Education, edited by A.H. Passow, pg. 191.

Deutsch[1] has noted that as much as 80% of class time in a depressed area is spent on a combination of disciplining children and on organizational details. This compares with 30% of time spent in middle-class schools.

"A major reason for the inappropriateness of teaching methods in lower income schools is that teacher training institutions persist in training all teachers as though they were going to be fed into the surburban middle-class school."[2]

In many instances discrimination by the teacher takes a socio-economic form; education then becomes a class struggle between teacher and student. As Pearl[3] has written: "Unfortunately, we have a lot of teachers in predominately disadvantaged schools who should not be there. A lot of them are prejudiced, not necessarily because of their children's racial or ethnic background but because the values and morals of these children are opposed to the values and morals of the middle-class, from which most of their teachers come."

When a young child is told either directly or through the attidues of the teacher that he is not intelligent, the child will often accept the denegration and begin behaving as if he were, in fact, stupid. [4]Tests given to the Mexican-American children in the study mentioned earlier verified this fact: "Socio-metric tests...disclose that even the Mexican children come to share the view constantly held up to them that

---

1. In Cloward and Jones, pg. 191.
2. Juvenile Delinquency and Youth Crime, Task Force on Juvenile Delinquency, (Washington, U.S. Government Printing Office, 1967), pg. 239.
3. Pearl, "As a Psychologist Sees Pressure on a Disadvantaged Teenager," NEA Journal, Feb. 1965, pg. 21.
4. Educational Discrimination, School and Society, XCIV, Nov. 12, 1966, pg. 380.

Anglos are"smarter and their good opinions of special value." Repeatedly told that they are "dumb", the children begin to behave in that pattern."

Clearly,[1, 2] if teachers treat children as if they are bright they will act that way. Conversely, there is much evidence to suggest that if a teacher believes a child to be a dope the child will behave that way.

To add to the uncertainty as to whether one is doing a service or disservice to retarded children by placing them in special classes, Gardner[3], reviewing research on the adjustment of such children, concludes that the case for special classes is unproven. G.O. Johnson[4], from his reading of the literature, concluded that special class placement for retarded children seems to be an academic disservice.

---

1. Rosenthal & Jacobsen, "Pygmalion in the Classroom," Holt, Rinehart, Winston, 1968.
2. J. F. Mesinger, Sensory Motor Training as a Compensatory Adjuvant for Disadvantaged Youth, submitted for referencing to Learning Disabilities.
3. Gardner, W.I., Social and Emotional Adjustment of Mildly Retarded Children and Adolescents: Critical Review, Exceptional Children, Oct., 1966, 97-105.
4. G. Orville Johnson, "Special Education for the Mentally Handicapped - A Paradox", Exceptional Children, Vol. 29, 1962, pp. 62-69.

NEUROLOGICALLY IMPAIRED AND LEARNING DISABILITIES

The term learning disabilities has become almost too popular for its own good. It appears to remove any hint of blame from parents or educators for the condition. Yet the cause is still firmly fixed in the child. Based upon similarities of behavior to a very small population of known organically damaged children, large numbers of children are being "diagnosed", drugged, taught in cubicals and other variants which manage to overlook the lack of solid evidence supporting the efficacy of what is being done.

Denoff[1] emphasizes the need for and value of creative exploitation of the environment to develop the physical skills, intellectual strengths and emotional maturity of neurologically impaired children. An acceptance of this approach would lead away from too much separation from the life and educational experiences of normal children.

Burks[2] has preferred to leave the much smaller population of children for whom brain damage or neurological dysfunction can be established , and focus on the hyperkinetic child. That these are stressed children seems clear enough even though the sources of their discomfort are not always clear. His reading of the literature and experience lead him to favor the use of drug therapy to control the hyperkinetic behavior.

---

[1] Denoff, E. Emotional and Psychological Background of the Neurologically Handicapped Child. Exceptional Children, 1961, 27, pp. 347-349.

[2] Burks, H. F. The Hyperkinetic Child, Exceptional Children, 1960, 27, 18-26.

However, not all authorities are pursuaded by the same evidence to come to similar conclusions.[1]

While he remains optimistic for future use of psychological techniques to specify the presence of "brain injury", Beck's[2] review of that literature does not lend confidence to the tough minded that such diagnosis (with the attendent possibility of drugs and special education labeling, etc.) is now successful at an acceptable level. Schrager et. al.[3] have indicated that some behavioral correlates of that imposing label "Hyperkinetic Child" can be consensually validated by members of several professional groups. However, this does not necessarily direct the proper course of action for the welfare of the children concerned.

One may see a trend to "identify" children as hyperkinetic moving into conjunction with another trend toward drug use (and abuse) in this country. A brief quote from Freeman's[4] review of the literature on the effects of drugs on learning in children seems an appropriate caution at this time when some pediatricians, educators, and parents believe that success andhappiness will be packaged in a little pill.

---

[1] Number of Drugged School Children Alarms Probers, Daily Progress, Charlottesville, Va. Nov. 23, 1970, pg. 8.

[2] Beck, H. S. Detecting Psychological Symptoms of Brain Injury, Exceptional Children, 1961, 28, pp. 57-62.

[3] Schrager, J., Lindy, J., Harrison, S., McDermott, J., & Killins, E., The Hyperkinetic Child: Some Consensually Validated Behavioral Correlates, Exceptional Children, 1966, 32, pp. 635-637.

[4] Freeman, R. D. Drug Effects on Learning In Children, A Selective Review of the Past Thirty Years. Journal of Special Education, Vol. 1, No. 1, pg. 17-42.

> "The writer maintains that anyone reading the large number of preliminary uncontrolled, positive reports, and then surveying the status of most of these drugs several years later will be dramatically convinced that the 'scientific' and 'objective' use of these agents has a long way to go. He will find that perhaps the majority of drugs that were initially reported to have few, if any, side effects were later found to have serious ones and that a substantial proportion of them have been withdrawn or dangerous."

Freeman's article should be mandatory reading for anyone in education who is comtemplating a program of drugging children into conformity.

Siegel[1] has attempted to show the value of the term "learning disabilities" when it leads to an emphasis on teaching and not into the area of assumed, or presumed, brain damage.

When known birth stressed children have been evaluated longitudinally there has been some support for the impression that visual perceptual functioning and social competence areas are more likely to be residual deficit areas. However, Corah et. al.[2] report considerable overlap with normal children at age 7. Hence the knowledge of the presence of brain damage at birth may still do as much harm as good if the educational programing is based upon such information.

---

[1] Siegel, E., Learning Disabilities: Substance or Shadow. Exceptional Children, Feb. 1968, pp. 433-438.

[2] Corah, N. L., Anthony, E. J., Painter, P., Stern, J. A., & Thurston, D. L., Effects of Prenatal Anoxia after Seven Years. Psychological Monographs Vol. 79, No. 3, 1965.

When the group that was labeled "brain-injured" in a child guidance clinic population was described by Lezak and Dixon[1], the group was seen to be composed of more boys, younger children, and children of lower tested intelligence than those given functional diagnoses.

Myklebust and Johnson[2] are still persuated by the evidence of their studies that a psychoneurological condition exists which they prefer to term dyslexia, and which they believe will lead to successful education remediation.

Kirk and Bateman[3] believe in the efficacy of psychoeducational diagnosis of disabilities and disturbances in learning processes whether they result from possibly cerebral dysfunction and/or emotional disturbance.

Haring and Ridgway[4] believe such diagnosis can and should be done as early as possible (kindergarten in their study). Yet their data does not specify predictive directions for specific services for specific children.

Thus, while it would seem that learning disabilities (educational emphasis) may be a term to be preferred to many others, usage of such a label does not preclude doing a wide variety of unproven or actually harmful things to children under the cover of a label denoting help.

---

[1] Lezak, M. D. & Dixon, H. H. "The "Brain-Injured" Child in a Clinic Population: A Statistical Description. Exceptional Children, Feb., 1964, pp. 237-240.

[2] Myklebust, H. R., & Johnson, D. Dyslexia in Children, Exceptional Children, 1962, 29, pp. 14-25.

[3] Kirk, S. A. & Bateman, B. Diagnosis and Remediation of Learning Disabilities, Exceptinal Children, 1962, 29, pp. 73-78.

[4] Haring, N. G. & Ridgway, R. W., Early Identification of Children with Learning Disabilities, Exceptional Children, Feb., 1967, pp. 387-395.

TEACHERS AS IDENTIFIERS OF EMOTIONALLY DISTURBED CHILDREN

The problem of identifying children for special attention is exceedingly complex. The complexity alone may be a factor in the perversion of a process conceptually designed to help exceptional children into a reality which violates their basic needs. The labeling process designed to identify children for specific help has varying effects on educators. Particulary do labels for psychotic, neurotic, or neurological disorders connote unfavorable implications for educators according to Combs and Harper.[1]

This, among other problems should be kept in mind when attempting to utilize teacher judgments about exceptional children. According to Seeman[2], teachers do describe high pupil adjustment in terms quite distinguishable from from low adjustment. Yet Blum and Raths[3] have shown how little agreement among psychologists and between psychologists and teachers there can be in identifying (labeling) emotionally handicapped children.

Zax, Cowen, Izzo, and Trost[4], using Eli Bower's class play with third grade children, seem to support his earlier data indicating that peers can be as

---

1. Ronald H. Combs & Jerry L. Harper, Effects of Labels of Attitudes of Educators Toward Handicapped Children. Exceptional Children, Feb. 1967, pg. 399-403.
2. Seeman, J. Teacher Judgments of High and Low Adjustment. Journal of Educational Research, 1963, 57, pp. 213-216.
3. Blum, L. & Raths, J. Can Kindergarten Teachers Be Trained to Identify Emotionally Handicapped Children? Elementary School Journal, 1964, 64, 242-245.
4. Zax, M., Cowen, E. L., Izzo, L. D., & Trost, M. A., Identifying Emotional Disturbance in the School Setting. American Journal of Orthospychiatry, 1964, 34, 447-454.

effective (but no more so) identifiers of children with adjustment problems as their teachers are.

Scarpitti[1] believes from his reading and research that teachers can very successfully predict future delinquency in children, a finding which should raise concern when associated with the phenomena of self-fulfilling prophecies. Goldfarb[2] has concluded that teachers are not adequate substitute (for psychiatrists) case finders. Yet he too, seems willing to support ways of sensitizing teachers generally to do this. Failure of such training programs will lead to wrong diagnoses and missed diagnoses.

Eisenberg, Landowne, Wilner, and Imber[3] find in favor of teachers using their checklist to identify maladjusted children at the nursery school level but note that their findings are supported by only some other studies.

---

1. Scarpitti, F. R. Can Teachers Predict Delinquency? Elementary School Journal, 1964, 65, pp. 130-136.
2. Goldfarb, A., Teacher Ratings in Psychiatric Case Findings. American Journal ofPublic Health, 1963, 53, pp. 1919-1927.
3. Eisenberg, L., Landowne, E. J., Wilner, D. M., & Imber, S. D., The Use of Teachers Ratings in a Mental Health Study: A Method for Measuring the Effectiveness of a Therapeutic Nursery Program. American Journal of Public Health, 1962, 52, pp. 18-28.

SEX DIFFERENCES IN THE INCIDENCE OF EXCEPTIONALITY

Lyons and Powers[1] observed that 34% of those 661 children in their study who were suspended were in the retarded range. 582 were boys and 79 were girls, which should suggest that one should evaluate what the "system" does to boys in particular and evaluate why boys are fighting the "system" more openly than girls, just as readily as people are willing to seek the source of the disharmony in the children alone. The major labels ascribed to these children were "emotional instability" (430 cases) and "hyperkinetic behavior" (185 cases).

Bentzen[2] reports on numerous studies which report a higher incidence of male children in categories of learning and behavior disorders. He ascribes the problem to social unwillingness to recognize and deal with relative male organismic immaturity. The differing ways in which males and females express some of their stress reactions has been reported by Washburn.[3]

Brown and Shields[4] favorably report on systematic suspension as an effective limit setting device for changing children's adjustment reactions to school. It would appear that a significant factor in their reported success was the cooperative work of the parents with the school authorities. Again, the children being dealt with were classified as mainly "acting-out", impulsive types.

---

[1] Dorothy Lyons and Virginia Powers. Follow-up Study of Elementary School Children Exempted from Los Angeles City Schools During 1960-61. Exceptional Children, 1963, 30, pp. 155-162.

[2] Bentzen, F. Sex Ratios in Learning and Behavior Disorders. American Journal of Orthopsychiratry, 1963, 33, pg. 92-98.

[3] Washburn, W. C. The Effects of Sex Differences in Protective Attitudes in Delinquents and Nondelinquents. Exceptional Children, 1963, 30, pp. 111-117.

[4] Brown, E. R. & Shields, E. Results with Systematic Suspension: A Guidance Technique to Help Children Develop Self Control in Public School Classrooms. Journal of Special Education, Vol. 1, No. 4, pp. 425-437.

MENTAL HEALTH APPROACHES

The question of who gets into treatment in child guidance clinics and who does not is beyond the scope of this paper except to note that there is evidence that it is not due to greater severity of symptoms on the part of the clinic population. Clinic children's parents seem to worry more about the behavior. The majority of children with similar kinds and degrees of symptoms do not get into treatment. In the Shepherd, et. al.[1] study, a two year follow-up revealed 63% of clinic cases improved as were 61% of matched non-treated controls. Clearly adult reactions to what seem to be wide spread, temporary maladaptive behaviors of children are a critical factor in whether these behaviors persist. The success ratio of clinics with children is particulary disheartening when one considers the tremendous time and money and planning being mobilized to develop community mental health services throughout the country.

If we can accept the above data (and it has been replicated in other studies) then we must look elsewhere to resolve some of the issues raised by maladjusted children (teachers?). Morse[2] has summarized this idea well:

> "1)There will never be enough specialists to handle all of

---

[1] Shepherd, M., Oppenheim, A.M., and Mitchell, S. Childhood Behavior Disorders and the Child Guidance Clinic: An Epidemiological Study. Journal of Child Psychology and Psychiatry and Allied Disciplines, 1966, 7, pp. 39-52.

[2] Morse, W.C. A Research Evaluation of an Action Approach to School Mental Health. Workshop, 1960. The Mental Hygiene Dilemma in Public Education. American Journal of Orthopsychiatry, 1961, 31, pp. 324-331.

> the school mental health problems. The teachers will have to be trained to do more of the work. (How?) 2) Some of the impact of mental health on schools has been negative, and a reevaluation is in order. 3) Present training designs are inadequate to give teachers diagnostic and management skills. 4) The specialists' present functioning frequently does not seem in keeping with the overall educational milieu. A new orientation must be developed. 5) The perceptions of the teacher concerning the teacher role and its complications offer a useful point of beginning."

Cutler[1] has observed that teachers will generally rate service programs on mental hygiene well, but their ability to apply what was presented is governed by many factors, a most important one being whether they approach the experience with a readiness and motivation for change.

Gildea et. al.[2] in an extensive study of the St. Louis School Mental Health project have observed the social class bias which contaminates teachers' reports of the level of adjustment of children. It was also noted that teachers' reports of the child's current condition was influenced to a marked degree by her transference

---

1. Cutler, R. L. A Research Evaluation of an Action Approach to School Mental Health. Workshop, 1960. A Research Evaluation of a Mental Health Program. American Journal of Orthopsychiatry, 1961, 31, pp. 339-346.
2. Gildea, M. C. L., Glidewell, J. C., & Kantor, M. B., The St. Louis School Mental Health Project: History and Evaluation. New Approaches in the Schools, pg. 290-306.

feelings for the case worker and by her general orientation to the program and her principal who introduced it. Mothers' attitudes seemed to be critical in determining existence and prognosis for emotional maladjustment in their children. The authors made 13 observations of importance to better understanding of the problem. They observed the current "mental health services have great difficulty surmounting the barriers set up by class distinctions."

Gordon et. al.[1] were able to form more favorable conclusions as to the effects on teachers and (through them) their children of an inservice mental health program aimed at interpreting causes of childrens' behaviors and helping teachers to understand and deal with their own reactions. In 4 years the program seemed successful without involving the parents. It should be noted that their result is an atypical report.

---

2. Gordon, S., Berkowitz, M., and Cacace, D., Discovering and Meeting the Mental Health Needs of Emotionally Disturbed Elementary School Children Whose Parents are Inadequate. Mental Hygiene, 1964, 48, pp. 518-586.

CHARACTERISTICS OF E.D. CHILDREN

Rutter[1] has observed that "the classification of adult mental disorders is unsatisfactory but the situation in child psychiatry is worse... A theoretical basis for classification is certainly desirable but as yet no theory has gained sufficient general support for it to be used as the basis of a diagnostic scheme." In using a review of the literature to illustrate the kinds of parameters which must be included in an effective classification scheme he exposes the limitations of many isolated criteria frequently used to label and categorically deal with children without thorough, competent studies of each individual concerned.

Stennett[2] concludes that "5 to 10% of the children enrolled in elementary schools can be identified as having adjustive difficulties of sufficient severity to warrant professional attention." He states that "emotional handicap is not a 'phase' but a 'disease' requiring professional intervention. However, the bulk of the research of this decade based upon this model has not been productive of breakthroughs in remediation or amelioration of the problems presented at better than chance levels."

Trippe[3] has discussed some of the problems raised when special educators attempt to make educational provisions for children based upon their disordered

---

1. Rutter, M. Classification and Categorization in Child Psychiatry, Journal of Child Psychology and Psychiatry and Allied Disciplines, 1965, 6, pp. 71-83.
2. Stennett, K.G. Emotional Handicap in the Elementary Years: Phase or Disease? American Journal of Orthopsychiatry, 1966, 36, pp. 444-449.
3. Trippe, M.J. Conceptual Problems in Research on Educational Provisions for Disturbed Children. Exceptional Children, 1963, 29, pp. 400-406.

behavior described in terms of a medical model of physical health and illness. The current educational result has been to focus upon "disturbance" in younger children and "delinquency" in older children, with pressure for the former to be sent to residential schools while the latter are sent to training schools.

Peterson's[1] effort to describe behavior disorders led to an extensive factor analysis which produced two major factors: 1) "a tendency to express impulses against society and was labeled a 'conduct problem'; 2) "contained a variety of elements suggesting low self-esteem, social withdrawal, and dysphoric mood." Pushing this work further, Quay and Quay[2] found an additional factor apparently related to behavioral immaturity in eighth graders. However, "two-rater reliability for a subsample was disappointingly low for the personality and immaturity factors."

It has long been known that sizeable numbers of children dislike going to school. Some adults are even suspicious if children seem too enthused about going to school. Yet, somehow, the blame seems to be placed upon the children although representative research by Mitchell and Shepherd[3] indicates relationships of dislike of school and signs of anxiety at home. In addition, boys who disliked school were also found to be significantly more likely to have a problem of behavior reported by their teachers and were more uncooperative in class. Truancy rates for these children

---

1. Peterson, D. R. Behavior Problems of Middle Schoolhood. Journal of Consulting Psychology, 1961, 25, pp. 205-209.
2. Quay, H. C. & Quay, L. C., Behavior Problems in Early Adolescence. Child Development, 1965, 36, pp. 215-220.
3. Mitchell, S. & Shepherd, M. The Child Who Dislikes Going to School. British Journal of Educational Psychology, 37, Feb., 1967, pp. 32-40.

were not higher than for others until adolescence. These authors[1] have also shown that some children exhibit deviant behavior only at home or only at school while there was a significant association between deviant behavior at home and school and lack of academic success.

Chazan[2] has called attention to the high rate (3:1 over normals) of maladjustments among Welsh children in ESN (educationally subnormal) special schools. Are these children a process or product of their experiences? Are they disturbed retardates or are they retarded disturbed? Are they appropriately treated? If not, what will be their next step?

Jenkins[3], in an extensive article, describes a type of child most unresponsive to the conventional treatments suggested for maladjusted children. He describes the behaviors and what he believes are the causative factors behind the development of psychopaths. He seems to have some optimism for the results of several methods of treatment for them. One questions whether such children can or should be "treatable" with other types of children.

Krippner[4] finds a small minority of referrals to a child study center classified as sociopathic. He concluded that since teachers become targets for children's resentment, remedial reading would be more effective when it is combined with psychotherapy.

---

1. Mitchell, S. & Shepherd, M., A Comparative Study of Children's Behavior at Home and School. British Journal of Educational Psychology, 36, 1966, pp. 248-254.
2. Chazan, M. The Incidence and Value of a Maladjustment among Children in Schools for the Educationally Subnormal. British Journal of Educational Psychology, 34, 1964, pp. 292-304.
3. Jenkins, R. L. The Psychopathic or Antisocial Personality. The Journal of Nervous and Mental Diseases, 1960, 131, pp. 318-334.
4. Krippner, S. Sociopathic Tendencies and Reading Retardation in Children. Exceptional Children, 1963, 29, pp. 258-266.

adjustment that enabled them to function within society.

The study of McDermott et. al.[1] studied 263 children of "blue-collar" families evaluated during a one year period at a Children's Psychiatric Hospital, divided them into two groups on the basis of their father's occupation, i.e. "skilled" or "unskilled."

The 'unskilled' group was seen as having a significantly higher incidence of diagnosed and borderline states...although the home adjustment rates were comparable, within the groups the 'unskilled' group was seen as presenting significantly greater problems in school. Referrals for professional treatment nonetheless were found to be made relatively later for the 'unskilled.'

The whole issue of the appropriateness of the schools for the children of the poor is raised by this and related research. Also there are several possible major reasons to be researched to account for the extra delay in getting services to the least advantaged.

Rhodes[2] is representative of a few outspoken people in special education who see nothing but futility in pursuing the medical model of disturbance and is urging special and regular educators to take an entirely different programatic approach based upon an ecological or reciprocal interaction concept of children who are in disharmony with their environments.

---

1. McDermott, J. F., Harrison, S., Schrager, J., & Wilson, R., Social Class and Mental Illness in Children: Observations of Blue Collar Families. *American Journal of Orthopsychiatry*, 1965, *35*, pp. 500-508.
2. Rhodes, W. C. The Disturbing Child: A Problem of Ecological Management. *Exceptional Children*, March 1967, pp. 449-455.

British research reports generally agree on a 10%+ figure for children needing attention for emotional maladjustments. These, along with American researchers indicate that the most states' Special Education Departments drastically underestimate the needs for services in this area (usually using a 2-3% figure).

In the light of Shepherd et. al.[1] report it may be just as well since their follow-up data show that even extreme forms of behavior can resolve without specific treatment.

Lewis[2] in his review of research has concluded that adult mental illness cannot be predicted from childhood emotional disturbances. Nor does he find much support for the efficacy of psychotherapy. Considering that these concepts are either implicit or explicit in some programs for educating emotionally handicapped children, it is time to proclaim these discrepancies between practices and evidence loudly and clearly.

Brown[3] has indicated that of 136 children who had been diagnosed as having infantile psychose prior to school age, after nine years of age, "59% were absorbing enough formal learning to compete in society, 36% were receiving schooling through normal educational channels with the majority of the remainder in schools for the retarded rather than disturbed, and more than half seemed to be making a psychological

---

1. Shepher, M., Oppenheim, A. M., & Mitchell, S. The Definitions and Outcome of Deviant Behavior in Childhood. Proceedings of the Royal Society of Medicine, 1966, 59, pp. 379-382.
2. Lewis, W.W. Continuity and Intervention in Emotional Disturbance: A Review. Exceptional Children, 31, 1965, pp. 465-475.
3. Brown, J. L. Follow-ups of Children with Atypical Development (Infantile Psychosis) American Journal of Orthopsychiatry, 1963, 33, pp. 855-861.

Quay et. al.[1] developed three general behavior patterns from their research on 441 children in public school classes for the emotionally disturbed. These were labeled conduct problems or unsocialized aggression, inadequacy-immaturity, and personality problem of neuroticism. The results, consistent with other studies suggested to them that differentiated programs for disturbed children, will be necessary based upon their primary behavioral characteristics.

In their extensive evaluation of the Devereux Elementary School Behavior Rating Scales, Spivack and Swift[2] concluded that their data on factor scores does not support current clinical diagnostic groups nor support the particular relation of a classroom behavior with a diagnostic group. Thus, meeting the conditions suggested by Quay (op cit) may be impossible if not difficult to achieve.

---

1. Quay, H. C., Morse, W. C., & Cutler, R. L. Personality Patterns of Pupils in Special Classes for the Emotionally Disturbed. Exceptional Children, 1966, 32, 297-301.
2. Spivack and Swift, the Devereux Elementary School Behavior Rating Scales.

EDUCATIONAL PROGRAMMING FOR E.D. CHILDREN

Bower[1] among others has commented that the affective processes may block all cognitive level efforts to help maladjusted children. Insight, sensitivity, and communication skills will be needed by teachers to deal with the problem these children present (and not add to them).

Several years later, Knoblock[2] looked at various aspects of the problem of providing services for disturbed children with particular attention to the problems related to teacher training.

Rubin, Simson, and Betwee[3] from their study have agreed with Cruickshank "on the inadequacy of current traditional diagnostic clinical methods, such as the IQ, psychiatric, neurological, or EEG examinations, as providing either the predictive capacity or relevant information as an aid in building a psycho-educational program."

Nor did the children in their study exhibit the hoped-for reversal of academic retardation and failure, a most serious deficiency if one is to support the special class concept for ED children. Their dissatisfactions lead them to call for further research on certain parameters on which they feel will be critical for potential success.

---

1. Bower, E.M. The Emotionally Handicapped Child and the School - Present Research Plans and Directions, Exceptional Children, 1960, 26, pp. 232-242.
2. Knoblock, P. Critical Factors Influencing Educational Programming for Disturbed Children. Exceptional Children. 1963, 30, pp. 124-129.
3. Eli Z. Rubin, Clyde B. Simson, & Marcus C. Betwee. Emotionally Handicapped Children and the Elementary School, Wayne State University Press, 1966.

Morse, Cutler & Fink[1], in analyzing public school classes for the emotionally handicapped found insufficient data existed to do a pre and post analysis of academic achievement. a sad commentary on the records assembling and keeping process involving children who are "receiving critical attention." These authors generally reported educators' demands for more facilities for children even though no more than 50% of school personnel reported much success from their current programs.

These authors also report the least material available concerning re-evaluation and disposition of pupils, a situation nearly guarranteeing children being "lost in the system."

Some of the practical demands upon teachers of disturbed children were discussed by Douglas[2] as a teacher would view and interpret priorities. Mottor and Lathan[3] observed that their hospital population sample were educationally retarded. They were not able to pinpoint many specifics from their data, but did note that children staying more than 10 months seemed to learn at a rate commensurate with their IQ measures. One could see that psychiatric treatment which either adds to a deficit or doesn't permit or produce educational recovery will be of little help when the child is again faced with regular educational demands.

---

[1] William C. Morse, Richard L. Cutler & Albert H. Fink. Public School Classes for the Emotionally Handicapped: A Research Analysis, Council on Exceptional Children, 1964.

[2] Douglas, K.B. The Teacher's Role in a Children's Psychiatric Hospital Ward. Exceptional Children, 1961, 27, pp. 246-251.

[3] Mottor, J.J. & Lathan, L. An Analysis of Children's Educational Achievement and Related Variables in a State Psychiatric Hospital. Exceptional Children, May, 1966, pp. 619-623.

Having dispaired of serving the immediate needs of the population of stressed children by special teacher training, in 1963 Knoblock and Garcea[1] recount successful efforts of special educators when working with regular teachers in their own classes with problem children who concerned them at the time.

That such help as can be provided should include educational instruction assistance is suggested by the study of Stone and Rowley[2] which found almost half of the children over age in grade and more deficient in arithmetic than reading (they acknowledged that the latter might be a factor resulting from the former circumstances).

The rather poor adjustment in public school of former hospitalized emotionally disturbed children reported by Johnson and Rubin[3] among others, raises serious questions as to whether hospitalization is a treatment of any choice other than the last for children with emotional problems. The data on outcomes of therapy coupled with this certainly give a poor prognosis for the hospitalized patient.

Graubard's[1] data add further gloom to the picture of what happens to long term residential treatment center children.

In the last half of the decade the literature has increasingly focused on the

---

1. Knoblock, P. & Garcea, R.A. Toward a Broader Concept of the Role of the Special Class for Emotionally Disturbed Children. *Exceptional Children*, 1965, *31*, pp. 329-335.
2. Stone, F.B. & Rowley, V.N. Educational Disability in Emotionally Disturbed Children. *Exceptional Children*, 1964, *30*, pp. 423-426.
3. Johnson, J. & Rubin, E.Z. A School Follow-up Study of Children from a Psychiatric Hospital. *Exceptional Children* 1964, pp. 19-24, *31*.
4. Graubard, P.S. The Extent of Academic Retardation in a Residential Treatment Center. *Journal of Educational Research*, 1964 *58*, pp. 78-80.

theme that teachers really haven't been trained to teach or manage behavior "scientifically" (and what will solve all of this is a generous dose of learning theory approaches to instruction and behavior management). Representative articles and research reports are authorized by Clarizio et. al.[1], Quay et. al.[2] Ross[3] Becker et. al.[4], Mayer et. al.[5], Rhodes[6], and Kuypers et. al.[7]

Redl[8], in a report worthy of wide dissemination, has called attention to a rather neglected area: the personality of the teacher as a resource for good or ill in working with emotionally disturbed children.

Mesinger[9], as a minor aspect of curriculum study, documented the harmful effects on children a teacher's attitude may cause to occur.

Morse[10] has cogently discussed the realities of ED children's behaviors in

---

1. Clarizio, H.F. & Yelon, S. L. Learning Theory Approaches to Classroom Management: Rationale and Intervention Techniques. Journal of Special Education. 1967, 1, pp. 267-274.
2. Quay, H. C., Werry J. S., McQueen, M., & Sprague, R. L. Remediation of the Conduct Problem Child in the Special Class Setting. Exceptional Children, 1966, 32, pp. 509-515.
3. Ross, A.O. The Application of Behavior Principles in Therapeutic Education. Journal of Special Education, 19671, 1, pp. 275-286.
4. Becker, W. C., Madsen, CH., Arnold, C. R., & Thomas, D. R. The Contingent Use of Teacher Attention and Praise in Reducing Classroom Behavior Problems, Journal of Special Education, 1967, 1, pp. 287-307.
5. Mayer, G. R., Solzer, B., & Cody, J.J. The Use of Punishment in Modifying Student Behavior, Journal of Special Education, 1968, 2, pp. 323-328.
6. Rhodes, W.C. Psychological Techniques and Theory Applied to Behavior Modification. Exceptional Children, 1962, 28, pp. 333-338.
7. Kuypers, D.S., Becker W.C., & O'Leary, K.D. How to Make a Token System Fail, Exceptional Children, Oct. 1968, pp. 101-109.
8. Fritz Redl, "This is What Kids Stir Up in Us-Problems of Emotional Hygiene for the Educational Adult, in Report of ANYSEED Conference, May 20-21, 1966, by Lloyd Marcus. Asscc. of N. Y. St. Education of the Emotionally Disturbed, 226 Linda Avenue, Hawthorne, N. Y. 10532
9. John Mesinger, "Sensory Motor Training as a Compensatory Adjuvant for Disadvantaged Youth". Submitted for referring.
10. William C. Morse, "Grouping & Groups Dynamics in the Special Class, 3rd ANYSEED Conference, May 24-25, 1968. Ed. by Conrad G. Hect, Assoc. of N. Y. St. Educators of the Emotionally Disturbed, 226 Linda Ave., Hawthorne, N. Y. 10532.

Marks[1] has cautioned against over enthusiasm for drugs as adjuvants in working with Ed youth, observing:

> "To put it simply: as a pediatrician I have come to look upon the use of drugs in the emotionally disturbed child as a way in which everyone involved in the care of the child sweeps the problem under the rug... Basically, then, what I am saying is that drugs are of real value for only a small percentage of school children with emotional problems... I, myself, have dealt with school officials who defend their teachers at all costs despite the fact that these teachers may have a significant responsibility for a sudden influx of 'problem children into my office."

Kvaraceus[2] points out that though large cities did not invent delinquents and socially maladapted children, they now hold and are likely to continue to hold the largest number of such youth. The things that youth need most from schools they are not getting and are indeed resistent to receiving anything from school personnel. The problem is a challenge to the total community for cooperative efforts at solutions.

Vace[3] in comparing academic performance and peer acceptance of disturbed

---

1. Ira Marks. "Effects of Medication on the Learning and Classroom Behavior of Emotionally Disturbed Children" in 2nd ANYSEED Conference, May 19-20, 1967, Ed. by Lloyd March. Association of N. Y. State Educators of the Emotionally Disturbed, 226 Linda Ave., Hawthorne, N. Y. 10532
2. Kvaraceus, W. C. Helping the Socially Inadapted Pupil in the Large City Schools. Exceptional Children, 1962, 28, pp. 399-404.
3. Vace, N. A. A Study of Emotionally Disturbed Children in Regular and Special Classes. Exceptional Children, Nov. 1968, pp. 197-204.

children in special and regular classes found for the special class. Turner[1] in his study did not find evidence of superiority of differentiated special classes over regular ED classes.

Konnin and Obradovic[2] concluded that: "1) specific teacher techniques, which can be delineated, to determine how children behave in a classroom, 2) these techniques are group management techniques, 3) they have about the same effect on emotionally disturbed children as upon non-disturbed children."

From their observations they recommend that techniques of group management and programming should be given more emphasis in curricula for prospective teachers.

Having reviewed a lot of literature with conflicting or inconclusive results on special classes and on mental health programs it takes some faith to accept the recommendations of Kelleher[3] for combining the two services in one model. Yet the ever growing problem described by Kvaraceus (op cit) demands thatsomething different be done.

---

[1] Turner, R. F. Varied Placement for Emotionally Disturbed, Univ. of Va., 1968.

[2] Konnin, J. S. & Obradovic, S. Managing Emotionally Disturbed Children in Regular Classrooms: A Replication and Extension. *Journal of Special Education*, 1968, *2*, pp. 129-135.

[3] Kelleher, D. A Model for Integrating Special Educational and Community Mental Health Services, *Journal of Special Education*, 1968, *2*, pp. 273-272.

DELINQUENT JUVENILES

Eichorn[1], while noting the wide variety of definitions of delinquency held by jurists, educators, and mental hygienists, among others, has pointed out the futility of efforts to classify children for the purpose of affixing labels. "A study of juvenile delinquents is bound to include a number of slow learners and emotionally disturbed children."

Quay and Peterson[2] have observed that the majority of delinquents should be manageable within the capabilities of the normal educational classroom. Hodges and Tait[3] have indicated that there can be some success in predicting who will become delinquent. Yet their data indicate that foreknowledge and social casework services to potential delinquents are not likely to significantly reduce the number who become officially adjudicated delinquents.

In the view of this one should be careful of the uses to which data from studies such as Balogh and Finn[4] are put by educators.

Gibbons[5], after an extensive review of the literature has made some observations concerning delinquency which appear to reflect a balanced, objective viewpoint.

---

1. Eichorn, J. R. Research & Delinquency:Some Reflections. Exceptional Children, 1963, 29, pp. 385-390.
2. Quay, H. C. & Peterson, D. R. Personality Factors in the Study of Juvenile Delinquency, Exceptional Children, May 1965, pp. 472-502.
3. Hodges, E. F. & Tait, C. D. A Follow-up Study of Potential Delinquents. American Journal of Psychiatry, 1963, 120, pp. 449-453.
4. Balogh, J. K. & Finn, P. A Methodological Study of Juvenile Delinquency Proneness Among Negroes. Exceptional Children, March 1961, pp. 397-399.
5. Don C. Gibbons, Juvenile Delinquency, Prentice Hall, 1969.

He has observed that training schools in the United States vary somewhat in terms of size, institutional aims, and other conditions, but all appear to be principally structured around the goal of control of wards. Even in treatment-oriented training schools, the major focus of attention is upon conformity, prevention of escapes, and ends of that kind.

Training schools do not usually succeed in restraining wards from further lawbreaking, for parole violation rates from these places are quite high. Half to over three-fourths of first admissions to juvenile institutions apparently become reinvolved in delinquent conduct, although considerably fewer of them continue into adult criminality.

Training schools apparently have benign effects upon wards processed through them, so that although reformation does not usually occur, neither does the institution directly contribute to recidivism. Most training school wards emerge from these places with no more criminal skills or more serious antisocial attitudes than when they entered.

One should keep in mind that Gibbons is writing about the effects of institutions based upon research with its limitations. For the majority, boys leave as they entered with little education, training, or recognition of good behavior. Always with them are the pressures of crowding , sexual deprivation, authoritarian government and racial conflict.

Research and expert testimony which led Gibbons to his observations stand in contrast to eye witness reports of which Howard James'[1] series is typical:

---

[1] Howard James, Children In Trouble:A National Scandal, Reprint from Christian Science Monitor, University Microfilms (1967 orignial)

"   The story of the State Vocational Training School for Boys in Pikeville, a mountain community north of Chattanooga, is very much like the stories from so many other states published in this newspaper during the past year.

It involves beating and other inhuman treatment, public apathy, deliberate attempts at cover-ups by some state officials, and an overcrowded institution that causes more crime than it prevents.

The state official in charge of Tennessee's reform schools, C.B. Hayslett, Jr., told the Christian Science Monitor that he would try to eliminate brutality at Pikeville - but he seemed extremely doubtful that he could succeed."

"   At the Florida School for Boys at Marianne, I found Jim, a frail 16 year-old. His pajamas were covered with blood. In his hand he held a glass diffuser pried from a recessed lighting fixture. Jim has used it to gashhhis arm a dozen times from wrist to elbow.

No one seemed to care.

The night before, while in a large day room supervised by two guards, he had eaten a light bulb. No one seemed to care about that either.

As punishment he had been locked in solitary confinement -- a common practice in institutions with neither qualified staff nor facilities to handle emotionally disturbed children."

" Thousands of other children -- some as young as seven or eight -- spend months, even years behind bars for offenses that would not put an adult in jail for an hour.

Take James, a 13 year-old Negro from near Savannah, Ga. In late January he was sent to a state detention home by a judge to await an opening in reform school.

James has committed no crime, other than skipping school. He was placed on probation for truancy last spring and was caught skipping again this winter. State officials say none of his eight brothers and sisters has been in trouble, except for frequent absences from school."

" If a South Dakota mother locked her daughter in a closet for weeks...

If a Connecticut father forced his son to skip school...

If California parents made a disturbed or retarded child associate with hoodlums seven days a week...

If a Virginia mother saw to it that her daughter was placed in an environment that encouraged homosexuality...

Of if a Delaware of Indiana father turned his son over to one who punctured the boy's eardrums or beat him with a leather flogging paddle until he was black and blue...

Most of these parents would be condemned by the community -- even charged in court with criminal neglect.

Yet, often that is what thousands of judges -- serving under the law as substitute parents (parens patriae) -- do every time they dump children behind bars. Some of these children have never even committed a crime."

" Public schools too often unwittingly produce delinquents. They do this by inadequate teaching in the lower grades; by letting certain children become classroom goats; by refusing to recognize that there are both head and hand children; by believing they can punish children into learning; and by pushing younsters with learning problems out of school.

In this newspaper's study it was found that nationally court committments to reform school drop sharply in the summer months.

Committments begin to climb when schools open in the fall, peaking in November and December, then tapering off, only to peak again in the spring."

" In Rhode Island, Superintendent Joseph P. Devine has tried to eliminate staff brutality but says so far he has failed.

Corporal punishment is still authorized in Tennessee, Idaho, Montana, and other scattered states. Least evidence of physical brutality can be found on the West Coast, where more money is being spent on qualified staff."

" Superintendent Robert D. Quant says, 'Any person on the grounds has the right to place a boy in isolation for any reason, and he will stay there until the program committee meets.' That can mean four days without review.

One boy was locked up for 15 days because custodial people felt he had a 'bad attitude.'

The maximum-security unit is a prison-like structure with heavy iron bars on the cells. One boy had been held in a cell 21/2 weeks for stealing cigarettes and raising a ruckus in his cottage. Another one got in a fight and broke a boy's nose. Others had run away.

In the Iowa Training School for Boys at Eldora, a riot in 1955 resulted in the construction of a bleak security unit. Boys peeked at me through small holes in steel doors. Reconstruction was under way when I was there last summer.

In most reform schools emphasis is not really on solving a child's problems or on helping him re-enter the community as a useful citizen. Rather a little game is played. The rules vary, but the key is whether the child 'adjusts' well to instutional life. This, even though institutional living has little to do with survival in a poor home or in the streets of Harlem, Chicago's West Side, or in rural slums."

61

CONCLUSIONS

The representative evidence cited here and in other recent books and articles indicates that people and agencies in our society are abusing children both legally and illegally on a massive scale. The available evidence indicates that special education programs and personnel are being sought after and misused to further abuse children. It is a problem which should concern every special and regular educator; one of such magnitude that it will take considerable financial and manpower resources to document in enough fine detail through ERIC and other library resources to support a drastic change in the way our society deals with significant minorities of its children. It would seem appropriate for CEC to sponsor such an evaluation.

CREATION OF INFORMAL STRUCTURES FOR THE IMPLEMENTATION OF SPECIAL EDUCATION;
or
You can get them to do it if you try!

Timothy L. Roorda
University of Washington, Seattle

So much needs to be changed to help handicapped children that the job often seems overwhelming. What must be done? Who should do it? How can it best be accomplished? Shall we use more bombs? Or - why not just let things happen? As a student, no one will hold you responisible. Within the student's child-like role, he is not expected to initiate change. It's always easy to say, "It's not my fault; it wasn't my job! " The problem is that in today's world, the individual is no longer an isolate. You are not only responsible for acts you commit, but also those which you omit. How often have you seen the headline "Students assist handicapped children" or "Students lobby for legislative change"?

You as a student are in a unique position to effect change within the governmental system in our country today. You have a position close to a university or college, are free to use the library and various other research facilities, and have a fantastic amount of time to become involved. The student speaks for himself, not some educational institution or bureaucratic structure. He is not under the constraints associated with employers and can be responsible primarily for the welfare of exceptional children.

You may say, "That's great, but how do I become involved?" Although there are an infinite number of possibilities, let's look at some of the alternatives. I have found that you first must be informed of the status of the field. Although independent reading can be useful in the process of information gathering. involvement in cooperative committee work provides not only information, but also an opportunity to talk with knowledgeable people in the field. After this phase of your development, you may be so well informed that you become an "expert" of sorts, and might function as an information source.

Utilize your professional organization in this regard. CEC facilitates and encourages student involvement. Since CEC focuses on specific handicapping conditions, it functions as a powerful lobbying force among other activities. The national leadership provided by William Geer, Fred Weintraub, Alan Abeson, and their staff provides models which students should observe.

One of the ways I found to be introduced to the process of change in special education was to be involved in the drafting of a State of Washington policy statement regarding governmental affairs and directions in special education. Does your state have one? Do you think it should?

The policy statement can serve you in two ways. One way is by clarifying your own thinking regarding needs and priorities in the field. Another way is by establishing future directions. As you have heard, those who draft it must be fully aware of the current status and crucial issues, as well as future needs. The statement is written with realistic expectations for implementation.

Perhaps you would like to be involved at the national level, working to formulate a policy statement such as the one found in the February 1971 issue of "Exceptional Children." In that issue there was a call for responses in preparation for presentation of the policy statement to the exective committee, board of governors, and the delegate assembly at this convention. It's too bad that more people didn't feel informed enough or concerned enough to respond.

As an alternative you may wish to be involved at the state level in the development of a policy statement for your state federation of CEC. As the legislative chairman of the University of Washington Chapter of CEC, I have been involved in the formulation of a Proposed Policy Statement on Governmental Affairs, which was presented to the delegate assembly at the state convention this spring. A copy is included in our booklet.

Because of my personal involvement in this policy statement, I have worked with many people in key positions to effect change within the state, such as members of the National Board of Governors of CEC and various legislators. I have also come to understand some of the organizational structures within the state much better than before. The various priorities of concerned interest groups have become more clear to me and I find that it is possible for diverse groups to exchange information in a meaningful way and work together to effect change.

In the development of the policy statement, we have had input from sources such as the Department of Public Instruction. school district administrators, teachers, parents, and legislators. We were substantially aided by Dr. James Affleck, a member of last year's National Governmental Relations Unit of CEC. In a call for responses regarding previous drafts of the policy statement, a large number of chapters assisted us and the responses were of high quality. The Tacoma, Washington, chapter even used the policy statement as the basis for the entire meeting. So, you see that what I suggest is an opportunity to begin to learn the system so that you will be able to outline your objectives and then work within the system in order to achieve them.

As I began to learn about the workings of the various organizations within the state, it became clear that needed information is often difficult to obtain and is seldom found in any central location. The question became, "How can this situation be remedied?" If it is so difficult for persons in the profession to locate needed information, imagine the difficulties and frustrations which a parent of a handicapped child or the handicapped person himself must experience in locating appropriate services.

I believe that a central information source is needed which will provide a communication network between such groups as the colleges and universities, professional organizations, state departments of education, local distructs, public and private agencies, parent associations and other groups. Rapid dissemination of information is of central importance - but often we don't get dissemination at any speed!

The student is again in a position to be involved in such an effort. He can assist in establishing a cooperative approach by collecting information regarding key persons, places, services, legislation, and other resources. Perhaps someday such an information system may become so crucial and respected that it may even become a source of recommendations for constructive change which would be solicited by all interested parties.

But let's say that you have become involved enough to determine that there is some particular legislation which must be enacted to provide services which are needed by handicapped children. You want to draft some legislation, but don't know exactly how to do it. Since you are at this stage, you have probably gone through a process of need determination, including a study of the current status of laws in effect, types of emphasis within these laws, and other resources available, as well as their implementation. You probably have gathered information from the state department of education, local school districts, and other resources such as the CEC studies of state legislation, the legal and legislative services of United Cerebral Palsy, or your state attorney general.

How do you now go about drafting your own legislation? The Governmental Relations Unit of National CEC is very helpful in providing resources to assist in utilization of the legislative process. The pages in our booklet entitled "Drafting Legislation" summarize some of the ideas from earlier publications by that office. Consider the following points which are included. First you must know exactly what you want to accomplish and how the proposed legislation will affect existing legislation. That means you must be familiar with legislation and understand its effect as well as develop reasonable goals as the basis of your legislation. Also take into account the importance of funding sources, since not much gets done without money, so to speak.

The next step is to determine which are the "good guys" in the legislature. (It might be disastrous to confide in the wrong persons initially.) You must also know about the appropriate standing committees in the legislature and determine which of the members could best carry your banner into battle.

The working of the legislation is another problem. You may want either to provide an outline or to try to put the contents in appropriate language to ensure that the intent is understood by the rewrite committee that puts legislation in final form for legislators. When the bill is presented to the legislator you have chosen as your sponsor, be pleasant and helpful, know precisely what is included, and explain the problems as simply and clearly as possible. Assure him that your assistance and support will be available at all times.

As an example of what can be done by a cooperative effort of a group of concerned persons, our booklet includes a copy of the "Education for All" bill which was recently passed by the legislature in the State of Washington. This legislation mandates educational services for all children, regardless of the severity of their handicap, and provides sanctions against school districts which do not comply with the legislative requirements.

The process by which this legislation was developed illustrates the type of involvement I am advocating. Initial concern over the issue which is central to this legislation was most strongly felt by a group of parents of handicapped children who had formed a "coalition" with a group of concerned students with the intent of drafting needed legislation. After reading and interpreting many laws from various states, the group consulted with a variety of experts such as Ralph Julnes, Executive Secretary of the Joint Committee on Education of the Washington State Legislature. Further consultation included a host of interested parties from the State Department of Public Instruction, teaching training institutions, professional organizations, including CEC of course, and various other administrators from the schools and other agencies. Through involvement in this process, I met many people whom it would otherwise be very difficult to contact, was involved in the developmental process, became acquainted with the nature of legislative hearings, and learned of the multitude of difficulties surrounding the enactment of legislation.

As an example of some of the difficulties and their solutions, at one point the bill was bottled up in a committee with little hope of a return to the floor. Dorothy M. Johnson, president-elect of the Washington Federation of CEC, hit upon a marvelous solution. It seems that she knows the mother of one of the key legislators responsible for the delay. She called her on the telephone and explained the situation. Almost immediately the bill was out of committee...Ah, for a mother's power! Other people were busy with an intensive letter writing campaign. If the bill had not passed, it could have been reintroduced - thereby wearing down the opposition. Or an even more massive letter writing campaign could have been undertaken. Imagine your legislator cowering under a giant pile of mail.

But now that the bill has been passed, the work isn't done. In fact, it is only getting underway. We still have a problem with the key issue - funding! The legislature tends to pass anything that is free, so now the pocketbook pinch begins. Even if adequate funds are available, the programs must be evaluated, improved, and administered adequately. Codes and regulations must be checked as a part of the follow-through process. Are subsequent developments within the long-range plan? Is the intent of the legislation being followed? Is apathy setting in?

Inherent in this area of consideration is the necessity for criteria by which to judge whether the intent of the law has been met. If the law leaves the interpretation of an "adequate educational program" to administrative code, for instance, you must know what the criteria are which define "adequate" or, even more critical, whether there are any criteria. Perhaps that judgment is left to some administrator's subjective feelings - and those can get very subjective.

To fight apathy, publicize the law, encourage pilot programs and disseminate the results, and encourage parents, educators, and children to write their legislators about the effects of the law. Look for trends and for directions in the use of the bill. By now it should be clear that legislation is not really the solution to the problems of exceptional children, it is only a point of departure in a long and difficult journey.

In summary, I have attempted to show that the student is in a powerful position to effect change within the existing structure. This can be most effectively accomplished with the assistance of our professional organization - the Council for Exceptional Children. Key areas of involvement include investigation of needs, development of central information sources, the writing of policy statements, drafting legislation, and other cooperative endeavors which tend to clarify thinking and unify interested persons.

And so you see that after all what we need most are bombs! Not the traditional exploding type, but rather the more subtle kind which go off in mens' minds, clearing the way for new ideas, methods, concerns, and priorities. Today I have been directing my remarks to students, but I see there are some non-students here. To that group, as well as the students, I would like to ask, "What of significance have _you_ done for handicapped children recently?"

THE PROPOSED CEC POLICY STATEMENT OF GOVERNMENTAL AFFAIRS, WASHINGTON FEDERATION OF CHAPTERS COUNCIL FOR EXCEPTIONAL CHILDREN

I. INFORMATION AGENCY

The Council recommends that a central unit be established by the state government for the purpose of gathering and disseminating information from all state and private agencies regarding services for the handicapped in Washington State. Information would include the continuum of educational, institutional, vocational, social and health services, as well as professional personnel preparation, resources for the education of parents and paraprofessionals, research, identification of exemplary programs, and funding.

A unit of this type would be of assistance not only to professionals, but also to parents of handicapped children, and handicapped adults. The coordination of information would greatly advance the availability of services to the handicapped in the State of Washington and facilitates further development and comprehensive planning for the future in all areas.

II. EDUCATIONAL SERVICES

A. Evaluation

To guarantee a wide range of high quality services, the Council believes that criteria must be established for continual program evaluation. To insure that minimum standards are met, sanctions must be determined by appropriate state agencies.

B. Continuum of Services

The Council believes that the exceptional individual is entitled to educational opportunites selected from a wide range of settings, strategies, and materials. This continuum of services must include all populations in the state - urban, suburban, and rural. It must insure appropriate and adequate services for the individual in academic, social, physical, and vocational areas. Special education must be committed to the successful integration of the handicapped adult into the community.

C. Scope of Services

The Council believes that no individual should be excluded from services. High priority in program development must be given to early education of the handicapped. Evidence of the value of earlier intervention in ameliorating educational deficits has been demonstrated and indicates the need for programmatic expansion in this area. The Council considers chronological age

72

restrictions on program participation at either end of what is currently considered school age to be an artificial barrier to education of the exceptional individual.

It is the Council's belief that, through utilization of special education consultants and resource programs, mildly handicapped persons should be maintained within the regular classroom to the fullest possible extent. Educational factors should be the primary criteria for the placement of each handicapped individual.

III. CERTIFICATION

The Council believes that training programs for educational and administrative personnel working with exceptional individuals must become more responsive to emerging needs within the field.

The Council is committed to special education certification.

IV. FUNDING

Special education funds, both regular funding and excess costs, for each handicapped person must follow him through his educational program as long as a handicapping condition exists.

DRAFTING LEGISLATION

A. Qualification for Writing Legislation
  1. Anyone may write it
  2. Knowledge helps in its formulation

B. Format for Presentation to Your Legislator
  1. Outline (may need clarification in legislative rewrite)
  2. Appropriate language (you may not say what you mean to)
  3. Be sure final draft agrees with your intent.

C. Factors to be Considered in Preparation of the Bill
  1. Read many bills
  2. Consider your long-term goals
  3. Short-term goals should be reasonable
  4. Check with others for internal consistency
  5. Check references to existing statutes (most are amendments to even older statutes)
  6. Verify the effect on legislation not repealed
  7. Include appropriate funding

D. Review State's Legislative Structure
  1. Determine which legislators are sympathetic
  2. Determine standing committees (education, public health, welfare, institutions, etc.)
  3. Learn about finance or appropriations committees
  4. Determine the most appropriate committees
  5. Determine members of the committee that can best assist as sponsors and "champions"

E. Tips for Presentation to Legislator
  1. Be analytic and precise
  2. Be sure you have the needed materials
  3. Avoid educational jargon
  4. Use concrete examples
  5. Avoid vague and general statements
  6. Present goals and methods of reaching them (legislators don't have staff to do research and paperwork to build support for the bill)
  7. Assure him of continued information and assistance
  8. His payment is publicity - tastefully done!

F. What to do if you must Testify
  1. Know why you are testifying and what information is needed
  2. Coordinate efforts if it is a joint presentation
  3. Prepare a written copy of what you are going to say - with enough copies for all
  4. Be able to defend or expand any point
  5. Tell who you are and whom you represent
  6. If you are unable to answer a question, promise to provide the answer soon - and do so
  7. Be polite - thank them for allowing you to speak
  8. Use visual aids if necessary (films, graphs, charts, etc.)
  9. Be professional and direct

HOUSE BILL NO. 90

AN ACT Relating to educational opportunities for all handicapped children; amending section 28A. 13. 010, chapter 223, Laws of 1969 ex. sess. as amended by section 2, chapter 2, Laws of 1969 ex. sess. and RCW 28A. 13. 010; amending section 28A. 13. 020, chapter 223, Laws of 1969 ex. sess. and RCW 28A. 13. 030; amending section 28A. 13.030, chapter 223, Laws of 1969 ex. sess. and RCW 28A. 13. 030; amending section 28A. 13.040, chapter 223, Laws of 1969 ex. sess. and RCW 28A. 13. 040; amending section 28A. 13. 050, chapter 223, Laws of 1969 ex. sess. and RCW 28A. 13. 050; amending section 28A. 24. 100, chapter 223, Laws of 1969 ex. sess. and RCW 28A. 24. 100; adding new sections to chapter 28A. 13RCW; adding a new section to chapter 28A. 41 RCW; providing penalties, and making an effective date.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:

NEW SECTION. Section I. It is the purpose of this 1971 amendatory act to ensure that all handicapped children as defined in section 2 of this 1971 amendatory act shall have the opportunity for an appropriate education at public expense as guarranteed to them by the Constitution of this state.

Sec. 2 Section 28A. 13. 010, chapter 223, Laws of 1969 ex. sess. as amended by section 2, chapter 2, Laws of 1969 ex. sess. and RCW 28A. 13. 010 are each amended to read as follows:

There is established in the office of the superintendent of public instruction a division of special education for handicapped children, to be known as the division for handicapped children.

Handicapped children are those children in school or out of school who are temporarily or permanently retarded in normal educational processes by reason of physical or mental handicap, or by reason of emotional maladjustment, or by reason of other handicap, and those children who have specific learning and language disabilities resulting from perceptual-motor handicaps, including problems in visual and auditory perception and integration.

The superintendent of public instruction shall require each school district in the state to insure an appropriate educational opportunity for all handicapped children of common school age. The superintendent of public instruction, by rule and regulation, shall establish for the purpose of excess cost funding, as provided in this 1971 amendatory act, functional definitions of the various types of handicapping conditions and eligibility criteria for handicapped programs. For the purposes of this chapter, an appropriate education is defined as an education directed to the unique needs, abilities, and limitations of the handicapped children.

This section shall not be construed as in any way limiting the powers of local school districts set forth in section 7 of this 1971 amendatory act.

No child shall be removed from the jurisdiction of juvenile court for training or education under this chapter without the approval of the superior court of the county.

Sec. 3. Section 28A. 13.020, chapter 223, Laws of 1969 ex. sess. and RCW 28A.13.020 are each amended to read as follows:

The superintendent of public instruction shall appoint an administrative officer of the division. The administrative officer, under the direction of the superintendent of public instruction shall coordinate and supervise the program of special education for all handicapped children in the school districts of the state. He shall cooperate with intermediate school district superintendents and local school district superintendents and with all other intersted school officials in ensuring that all school districts provide an appropriate educational opportunity for all handicapped children and shal cooperate with the state secretary of social and health services and with county and regional officers on cases where medical examination or other attention is needed.

Sec. 4 Section 28A. 13. 030, chapter 223, Laws of 1969 ex. sess. and RCW 28A. 13. 030 are each amended to read as follows:

The board of directors of each school district, for the purpose of compliance with the provisions of this 1971 amendatory act. shall cooperate with the superintendent of public instruction and with the administrative officer and shall provide an appropriate educational opportunity and give other appropriate aid and special attention to handicapped children in regular or special school facilities within the district or shall contract for such services with other agencies as provided in section 6 of this 1971 amendatory act or shall participate in an inter-district arrangement in accordance with RCW 28A. 58. 075 and 28A. 58. 240 and/or 28A. 58. 245 and 28A. 58. 250.

In carrying out their responsibilities under this chapter, school districts severally or jointly with the approval of the superintendent of public instruction are authorized to:

Establish, operate, support and/or contract for residential schools or approved homes for aid and special attention to handicapped children.

The cost of approved board and room shall be provided for those handicapped children deemed in need of the same by the superintendent of public instruction: PROVIDED, That no school district shall be financially responsible for special aid programs for students who are attending residential schools operated by the division of institutions of the department of social and mental services: PROVIDED FURTHER, That the provisions of this 1971 amendatory act shall not preclude the extension by the superintendent of public instruction of special education opportunities to handicapped children in residential schools operated by the division of institutions of the department of social and health services.

Sec. 5. Section 28A. 13. 040; chapter 223, Laws of 1969 ex. sess. and RCW 28A. 13. 040 are each amended to read as follows:

Any child who is not able to attend school and who is eligible for special excess cost aid programs authorized under this chapter shall be given such aid at his home or at such other place as determined by the board of directors of the school district in which such child resides. Any school district within which such a child resides shall thereupon be granted regular apportionment of state and country school funds and, in addition, allocations from state excess funds made available for such special services for such period of time as such special aid program is given: PROVIDED, That should such child or any other handicapped child attend and participate in a special aid program operated by another school district in accordance with the provisions of RCW 28A. 58. 230, 28A. 58. 240, and/or 28A. 58. 245, such regular apportionment shall be granted to the receiving school district, and such receiving school district shall be reimbursed by the district in which the student resides in accordance with rules and regulations promulgated by the superintendent of public instruction for the entire approved excess cost not reimbursed from such regular apportionment.

NEW SECTION. Sec. 6, There is added to chapter 28A.13 RCW a new section to read as follows:

For the purpose of carrying out the provisions of sections 2 through 5 of this 1971 amendatory act, the board of directors of every school district shall be authorized to contract with agencies approved by the state board of education for operating handicapped programs. Approval standards for such agencies shall conform substantially with those promulgated for approval of special education aid programs in the common schools.

Sec. 7 Section 28A.13.050, chapter 223, Laws of 1969 ex. sess. and RCW 28A.13.050 are each amended to read as follows:

Special educational and training programs provided by the state and the school districts thereof for handicapped children may be extended to include children of preschool age. School districts which extend such special programs to children of preschool age shall be entitled to the regular apportionments from state and county school funds, as provided by law, and in addition to allocations from state excess cost funds made available for such special services for those handicapped children who are given such special services.

NEW SECTION. Sec. 8. Where a handicapped child as defined in section 2 of this 1971 amendatory act has been denied the opportunity of an educational program by a local school district superintendent under the provisions of RCW 28A.27.010, or for any other reason there shall be an affirmative showing by the school district superintendent in a writing directed to the parents or guardian of such a child within ten days of such decision that

(1) No agency or other school district with whom the district may contract under section 4 of this 1971 amendatory act can accomodate such child, and

(2) Such child will not benefit from an alternative educational opportunity as permitted under section 5 of this 1971 amendatory act.

There shall be a right of appeal by the parent or guardian of such child to the superintendent of public instruction pursuant to procedures established by him and in accordance with section 9 of this 1971 amendatory act.

NEW SECTION. Sec. 9. There is added to chapter 28A.13 RCW a new section to read as follows:

The superintendent of public instruction shall have the duty and authority, through the division of special education to:

(1) Assist school districts in the formation of total school programs to meet the needs of handicapped children.

(2) Develop interdistrict cooperation programs for handicapped children as authorized in RCW 28A.58.245.

(3) Provide, upon request, to parents or guardians of handicapped children, information as to the handicapped programs offered within the state.

(4) Assist, upon request, the parent or guardian of any handicapped child in the placement of any handicapped child who is eligible for, but not receiving, special educational aid for handicapped children.

(5) Approve school district and agency programs as being eligible for special excess cost financial aid to handicapped children.

(6) Adjudge, upon appeal by a parent or guardian of a handicapped child who is not receiving an educational program, whether the decision of a local school district superintendent under section 8 of this 1971 amendatory act to exclude such handicapped

child was justified by the available facts and consistent with the provision of this 1971 amendatory act. If the superintendent of public instruction shall decide otherwise, he shall apply sanctions as provided in section 12 of this 1971 amendatory act until such time as the school district assures compliance with the provisions of this 1971 amendatory act.

(7) Promulgate such rules and regulations as are necessary to implement the several provisions of this 1971 amendatory act and to ensure educational opportunities within the common school system for all handicapped children who are not institutionalized.

Sec. 10. Section 28A.24.100, chapter 223, Laws of 1969, ex. sess and RCW 28A.24.100 are each amended to read as follows:

Individual transportation or other arrangements may be authorized when these seem best in the judgment of the commission. No district shall be required to transport any pupil living within two miles of the school which such pupil attends: PROVIDED, That all handicapped children as defined in section 2 of this 1971 amendatory act who are not ambulatory and/or who are not capable of protecting their own welfare while traveling to and/or from the school or agency where special educational aid services are provided shall be provided with transportation at school district or districts expense. Except as otherwise provided in this section, the commission may require pupils residing within two miles of an established route to travel to the route at their own expense.

NEW SECTION. Sec. 11. There is added to chapter 28A.41 RCW a new section to read as follows:

The superintendent of public instruction shall submit to each regular session of the legislature a programmed budget request for handicapped programs. Programs operated by local school districts shall be funded on an excess cost basis from appropriations provided by the legislature for handicapped programs and shall take account of state funds accruing through RCW 28A.41.130, 28A.41.140, and other state and local funds, excluding special excess levies.

NEW SECTION. Sec. 12. The superintendent of public instruction is hereby authorized and directed to establish appropriate sanctions to be applied to any school district of the state failing to comply with the provisions of this 1971 amendatory act to be applied beginning upon the effective date thereof, which sanctions shall include withholding of any portion of state aid to such district until such time as compliance is assured.

NEW SECTION. Sec. 13. If any provision of this 1971 amendatory act, or its application to any person or circumstance is held invalid, the remainder of the act, or the application of the provision to other persons or circumstances is not affected.

NEW SECTION. Sec. 14. This 1971 amendatory act will take effect July 1, 1973.

State of Washington 42nd Regular Session	by	Representatives Brouillet, Hoggins, Chatalas, Kirk, Merrill, Lynch, Grant, Conner, Thompson, Marsh, Backstrom, Bagnariol, Bauer, Beck, Ceccarelli, Charnley, Douthwaite, Farr, Gallagher, King, Luders, Martinis, Marzano, Mentor, McCormick, O'Brien, Paris, Rosellini, Williams, Wojahn, and Litchman (By Joint Committee on Education request, Executive request and Superintendent of Public Instruction request)

Read first time January 13, 1971, and referred to Committee on Education and Libraries.

82

Full Educational Opportunity for Every Handicapped Child: A National Goal

Edwin W. Martin
Bureau of Education for the Handicapped, Washington, D.C.

The other night we went to see "Hair" which opened recently in Washington, and is now assured of a long and highly successful run. It's a little disconcerting to reflect on the fact that "Hair" is just now arriving in Washington. It does not seem to advance our reputation as being an avant-garde community. In any event, "The Age of Aquarius" is dawning in the nation's Capitol and, in a very real sense, I think a new era is beginning with respect to the role of the Federal government in education for the handicapped.

In reviewing the history of the national government's interest in education of the handicapped there are a number of eras, beginning over a hundred years ago with Federal support for Gallaudet College and the American Printing House for the Blind. The second step was a long time coming, finally arriving in the late 1950's in the form of support for training leadership personnel in the area of mental retardation, initiation of the Captioned Films for the Deaf program, and support of research in education of the handicapped under the Cooperative Research Act. In the middle 60's we moved for the first time into assistance to the States for the providing of increased educational programming for handicapped children, and these various patterns of support have been expanded and diversified over the years.

In the past, there have been numbers of spokesmen representing increased education for handicapped children in the various levels of the Office of Education and the administrative structures they represented may be seen in terms of various stages of development. We have had educational specialists, sections chiefs, Branch Chiefs, Division Directors, and Bureau Chiefs playing the role of advocate for the handicapped. This year, for the first time, we will have the United States Commissioner of Education formally accepting the role of providing leadership to the nation's schools and to the national community at large in bringing about full educational opportunity for handicapped children. In a release to the press in Washington today, in conjunction with this opening session of the Council for Exceptional Children's 49th Convention, Sidney P. Marland, Jr., United States Commissioner of Education calls for "the development of a national goal to provide full educational opportunity for every handicapped child in this country by 1980".

Dr. Marland also says:

> "The right of a handicapped child to the special education he needs is as basic to him as is the right of any other young citizen to an appropriate education in the public schools. It is unjust for our society to provide handicapped children with anything less than a full and equal educational opportunity they need to reach their maximum potential and attain rewarding, satisfying lives."

Dr. Marland has designated education of the handicapped as one of the five major priorities of the Office of Education for the Fiscal Year which will begin July 1st and has assigned to Dr. Terrel H. Bell, Deputy Commissioner for School Systems, and to me, as Associate Commissioner for Education of the Handicapped, the responsibility of planning toward the 1980 goal. To bring this message to you concerning our 1972 objectives he has prepared a special film message which I would like to share with you. But first, I want to tell those of you who may not know the Commissioner a little bit more about him.

Sidney P. Marland is the 19th Commisisoner in the 103-year history of the Office of Education. For more than 20 years, he has been an educational planner, a consultant, and an administrator of public school systems. He has been Superintendent of schools in Darien, Connecticut, and Winnetka, Illinois, and in Pittsburgh, Pennsylvania. He has been a visiting Professor and lecturer at Harvard, Northwestern, and New York Universities, and at the national college of education. He holds a B.A. and M.A. degree from the University of Connecticut and his Ph.D. from New York University. In 1967, he was awarded an honorary LL.D. degree by the University of Pittsburgh. His reputation as an administrator, as an educational innovator is widely known. As I have known him in the past months, I see a rare blend of decision-maker, of activist, and of the greatest importance to us, today, as a humanist, he is the first Commissioner of Education to declare that the education of handicapped children is a major priority of the United States.

(Show Film)

Now that we have seen the Commissioner's film I would like to review with you some of the factors leading to this new objective and to discuss with you some of what I believe it can mean for those of us interested in education of handicapped children. I would also like to share with you some of our plans and hopes for the future.

The development of Federal efforts to support education for the handicapped has made it possible for us to watch more closely the growth in State and local efforts to provide special education for handicapped children. We have been able to develop an awareness of the national patterns in the provision of these services, to assess t need for trained manpower in the rural areas and inner cities, including such aspects as the availability of resources to teachers in terms of materials and methods of instruction. In essence, the development of a national perspective has made certain truths more clear.

First, the States report that approximately 6 million school-age children need special education. They report further that only 2.6 million of these children are now receiving special education services. These estimates are generally based on the estimate that approximately 10 percent of school-age children are handicapped, although in some instances they reflect more detailed analyses of State and local populations. Furthermore, the 10 percent figure, once felt to be a generous estimate, is increasingly being seen as a conservative measure of the numbers of children who actually will require adaptation of the educational system if they are to succeed.

As one example, in discussing these figures with me, Commissioner Marland has said on several occasions that his experiences as a school superintendent has made him confident that there are seven or eight percent of school-age children who show behavioral and emotional problems sufficient to require additional special education or related services. This figure coincides well with the analyses of the Joint Commissión on Mental Health and contrasts with the 2 percent we include as seriously emotionally disturbed in our 10 percent estimate. Similarly, increasing emphasis on identifying the learning characteristics of children who are seen as having specific learning disabilities suggests larger numbers of these children than the 1-2 percent of the 10 percent overall estimate allows. I recognize that in discussing these needs we are not talking about special class programming for all of this broad range of youngsters, any more than modern thinking holds that special class programming is essential for all handicapped children under our older estimates. What is increasingly apparent, however, is that we have offered far too few children the supplementary services that are necessary; there has been too little modification of the system to many many children's learning needs.

As a second index of need, we commissioned a survey of school districts as part of the development of our computerized information center and had responses from more than 15,000 school districts. Of these, about 7,500 offered special education programming. And in those instances the largest majority offered only classes for the educable retarded and/or speech and hearing therapy - by no means a full range of services for other handicapped children. Another 10-15 percent of the districts made similar arrangements with nearby school districts or State schools.

Another pattern is apparent - the range of children being served in terms of percentage of the need met varies widely across the country, with some States reporting less than 20 percent of their handicapped children in special education programming. At the maximum level, one State reports about 75 percent of handicapped children enrolled in special education programs. This inequity of service suggests a national problem - if a child lives in one State he is four times more likely to receive assistance than if he lives in another.

We have also become increasingly aware of the burden on parents of children who are multiply handicapped or who have serious emotional problems. These children are frequently excluded from all educational opportunity. There has been a growing sensitivity to this intolerable burden which has been placed on parents whose children have been excluded from the educational system. Two weeks ago I was in Seattle and was interested and encouraged by legislation stimulated by parents and concerned citizens called the Education for All Bill. It was then pending in the Washington legislature and expected to be approved; and I have learned today it has passed all but the fund step. The bill has the support of State officials and will clarify the mandate that the State of Washington has for educating all of its handicapped children. Although Washington has a well-developed special education program, in fact, it is the State reporting 75 percent of children served, a survey of school districts to identify children who were not enrolled by the schools quickly came up with approximately 4,000 children now receiving no educational assistance.

And so each year since 1967, when BEH was organized we have reviewed our Federal efforts to stimulate increased educational opportunity for handicapped children against these needs, that is, at least 3 million school-age children requiring additional services; approximately one million preschool age children who should receive special attention to prevent or reduce later handicapping conditions; and the requirement for perhaps 200,000 teachers and aides to help provide increased educational opportunity.

To capsulize this review, let's look at the growth in Federal support efforts as it has increased from the $50 million level in 1967 to over $220 million in this Fiscal Year [overhead]. As you can see, the basic education for the handicapped appropriations has been growing in small but steady increments. This includes grants-to-the States under the Education of the Handicapped Act, the Teacher Training support funds, and our Research and Demonstration and Media activities. Growth of a similar magnitude has come from

Title I funds for institutionalized children, from Title III funds in innovation and from Vocational Education funds. Each one of these larger programs has had a legislative specific set-aside for handicapped programming. On a voluntary basis, the Bureau of Educational Personnel Development has put a share of its funding into increasing the ability of regular educators to deal with handicapped children. While this growth has been encouraging, $200 million for 7 million handicapped children represents approximately $30.00 per child. Clearly that level of support called for a catalytic rather than a basic support strategy for the expenditure of Federal funds, and we developed a catalytic or multiplier strategy.

As we reviewed this year these national needs and the combined Federal State and local efforts our conclusion is that the nation is making progress, the catalyst is working, the State and local efforts are growing, but our progress across the country is not fast enough - our services do not reach enough children - the quality of our efforts is not all it should be. Nationally, there is no profound and fundamental commitment to full educational opportunity for handicapped children. There seems to be, instead, a pattern of "let's do a little bit more as we can see our way clear to do so". And so in recent months, we have added to our strategy by emphasizing the intrinsic right of all children to an education by declaring that education of handicapped children can no longer be a charity activity, a magnamimous gift bestowed upon the "have-nots" by the "haves".

Rather, providing educational opportunity to every handicapped child, assuming the burden of this responsibility with the family, has to be seen as a basic American tenant, even if it has not been a tenant that we have lived out successfully.

In the first generation of the Bureau of Education for the Handicapped management by objectives developed a little over a year ago, we decided to give special attention to this question of the attitudes of society toward the rights of handicapped children and to attempt to help develop acceptance of equal opportunity programming.

We felt that appropriate public attitudes were critical for the success of any large scale effort to educate handicapped children.

Robert Louis Shayon, the television critic of the Saturday Review labeled one set of obstacles facing us as "Funds, Fatalism, and Fear." Essentially, our problem with lack of funding is a problem of insufficient priority, not insufficient dollars. This week, it came to my attention that a decreasein the education budget in a near by county had resulted in the cut-back of transportation services for orthopedically handicapped children. Incredibly, this cut-back in transportation preceded similar cut-backs for non-handicapped children. Such a cut could only be based on the underlying presumption that programming for handicapped children was an extra, perhaps a desirable extra if funds were available, but not a fundamental commitment by the schools. I believe this failure to recognize the intrinsic rights of handicapped children to an education is based in part on the other two F's - fatalism and fear. First, I think that many people have failed to understand that educational programming for handicapped children works, that deaf children, that blind children, that retarded children, can in fact learn, can in fact receive education and training that will allow them to become productive members in society. I think, perhaps, that many members of the general public see handicapped children only in terms of stereotypes, the most severely retarded child, the most manifestly emotionally disturbed child, the most critically physically handicapped child, and while those of us in special education realize that what they are picturing represents only the extreme 5 or 10% of the population, these assumptions make it seem as though special education is a nice thing to do, a type of kindly busy-work or baby sitting. Because of our historical pattern of isolation of handicapped children and adults, many handicapped persons represent an unknown commodity to the general public and so they are to be feared as are blacks, foreigners, and people of different religions. The very fact that children may be overtly handicapped and that enormous burdens may be placed on them and on their families also is anxiety producing. This problem may become something which is too painful to be held in consciousness and so better repressed and avoided.

The interactions of these various factors, the recognition of need for additional services, the awareness of the burden on parents, the recognition that the positive public attitudes were critical for the development of additional programming and the general awareness of a need for a more flexible education system which is accountable to the child have combined to produce a call for more insistent and powerful leadership. It seemed necessary to establish a broader conceptual goal, to develop a statement of a proper course of action. To provide a moral climate in which development of full educational opportunity for handicapped children will become possible. In making education for handicapped children a major priority of the Office of Education and in urging the development of a national goal of full educational opportunity for handicapped children, by 1980, Commissioner Marland is attempting to provide a concept which can bring unity to State, local, and Federal efforts. We recognize as you do that the United States Commissioner of Education cannot mandate the activities of State and local schools but he can offer a statement of national purpose of moral and educational leadership. He can focus attention on a critical national need, can create a policy which guides the development of future Office of Education efforts. For those of us in the Bureau, our objectives year-by-year can now be plotted as steps toward the goal of full education opportunity. Our strategies may be developed in terms of the role that we can play in supporting State and local efforts toward their specific goals for handicapped children. There must be specific objectives developed in every State which bring together special educators, regular educators, parent groups, and other segment of the public who may not have been specifically concerned with handicapped children, but who believe in the principle of full educational opportunity for every child. As educators and as CEC members you should play a key role in the development of State goals.

In some States new legislation will be required, in others current legislative provisions may be adequate, but there may be various barriers to implementation. In each instance cooperative efforts will be necessary to specify the objectives in a given State and to enlist the support of citizens and policy makers toward the fulfillment of those objectives. Communication system must be developed so that we can share in the progress State-by-State, and so that the successes of one State will add to the momentum of the total movement toward the national goal. Successes in one State will strengthen and reinforce activities in other States.

This unification of purpose and target at the State level by various groups must be marked in our national efforts as well. In addition to the objectives within the Bureau of Education for the Handicapped, the Commissioner's new objectives will have Office of Education wide implications. We can expect complimentary objectives in Education Personnel Development, in Vocational Education, in Elementary and Secondary Education, in the development of Educational Technology and Communication Systems, and so on. We also will be concerned with developing more effective programming for handicapped children in other HEW organizations. We already have begun joint activities with the National Institutes of Mental Health, and will in the next few weeks make grants for a number of model child advocacy projects designed to help children secure whatever services are necessary for their full development so that they may maximize their potential. Next year, the Rehabilitation Services Administration will join us in funding a second round of child advocacy projects and our efforts are also underway toward cooperative planning with the Rehabilitation Services Administration on State-wide activities.

Development of fuller participation of handicapped children in all of HEW supported day care and preschool activities is another objective. Ed Zigler, Director of the Office of Child Development, who will be speaking to us later this week has already promised to work with us toward this end. The Department of Health, Education, and Welfare Secretary - Elliott Richardson has been particularly interested in developing a disposition among HEW agencies toward planning for the provision of full and comprehensive patterns for the delivery of service at local levels. We are recommending the review of all HEW programs assisting handicapped children to achieve this end: improved strengthened and coordinated services available when and where they are needed.

The day has passed when we as educators can be concerned only with education and when our colleagues in mental health can be concerned only with mental health clinics and our physicians with medical care. We can no longer have unassigned responsibility for the integration of services, no one responsible to the parents for assisting the child with the whole range of his needs.

In the months remaining of this fiscal year which ends in June, and in the early months of 1972 we will be actively planning for the implementation of the 1972 objectives. We hope to involve many people in thinking and planning with us, so that these objectives, true national objectives, will grow out of mutuality of planning and are not solely Federal efforts. Similar efforts at the State level must be established or expanded.

The National Advisory Committee on Handicapped Children met several weeks ago and strongly endorsed the development of this national goal. They will provide general counsel and over-sight to the Bureau and to the Office of Education in the pursuit of the goal. The Committee has elected Jack Matthews, of the University of Pittsburgh as its Chairman, and Dr. Matthews has agreed to spend extra time with us in developing and implementing our future plans.

Our CEC president, Sam Ashcroft, has also agreed to work with us and to help us think about the role that professional organizations should play. John Melcher from Wisconsin has agreed to think with us about the role of State Education Agencies, and Ernie Willenburg of Los Angeles, has agreed to work with us on the specific needs of the cities. Jim Gallagher will work with us toward the development of increased services for preschool children, and Elizabeth Boggs of the National Association for Retarded Children will help us with our planning for cooperative activities with parent groups. And, of course, many more people will be involved as we progress toward the goal.

In addition, we hope to be able to meet with hundreds of people interested in special education, handicapped persons, educators, parents, legislators, and the general public, in a series of regional meetings in which the Bureau of Education for the Handicapped personnel and our advisors will discuss this new initiative with people across the country gathering their advice, and requesting their support, and hopefully providing some assistance to the development of local efforts.

As I close, I want to express particular appreciation to the Council for Exceptional Children for the great leadership that you have given in developing educational programming for handicapped children. Your services in the schools have been inspirational, your support of legislative activities at the State and Federal levels have made possible the climate in which a national goal might be articulated. Your call for a national commitment to handicapped children joined our Bureaus' similar call to become a major recommendation of President Nixon's Task Force for the Physically Handicapped.

In the months and years ahead, we all recognize there will be no easy victories. The mere articulation of the national goal will not make it occur. Without concerted work in every State and in many communities, there is little hope for this realization of full educational opportunity. We have a new rallying point.

This last week, as I have thought of the great lessons that mankind has learned, over thousands of years which are expressed in our religious traditions of Passover and Easter, I realized that we have a great need for, and that there is great joy in new beginnings and new arisings of the spirit, in new starts toward promised lands. I have said on many occasions that I believe the work we do in struggling to provide education for handicapped children is an important work. Victor Frankl, in his writings, pointed out the importance of having goals to give meaning to our lives. He recognized that the importance of having purposeful work which brings dignity to our existence. Helping assure the intrinsic right of children to an education in the United States is a noble work. It is a work which reflects the best in the American spirit. It is a work which strives toward unity rather than division, toward light rather than darkness, toward hope rather than fatalism. If even one child is excluded from school we are all excluded; if one child is denied his rights, all of our rights are lessened. I believe that our goal of full educational opportunity is a just goal and a realistic one. I ask you to join me in accomplishing it.

A Happening: "Special Education Band Wagons - We Had One But the Wheels Fell Off"

Chairman: **Joan Kershaw**

Toronto Board of Education
Toronto, Ontario, Canada

Participants: **E. N. McKeown**

Toronto Board of Education
Toronto, Ontario, Canada

J. J. Acheson

Toronto Board of Education
Toronto, Ontario, Canada

Format: "Who Runs Special Education?"

This is an attempt to delineate forces at work in educational change. By role playing the Parent, the Politician, and the Educator we try to highlight daily pressures focused on Special Education.

In these days of activism and instant communication, education is thrust to the forefront of interest. This interest too often is negative; too politically oriented; too often educators become over-defensive. We have attempted to show how a large city system operates special educational programs which serve approximately 8% of the school population and employ teachers.

Our aim is to show:

How Programs are being Run at the Present Time by describing:

- the role of the Administrator
- the role of the Consultant
- the roles of the School Principal and Special Education Teacher
- the coordination with Psychological Services

From these descriptions current trends are examined, including "Integration versus Segregation". The emphasis is that of Special Education as innovator and leader. We believe it is through our own dynamism while working with concerned parents and politicians that we will have a better chance of evolving our educational system which will lead to the best type of individual programming for all children in our care. We believe this means no bandwagon jumping for political expediency or because it is the latest educational "in" thing, but rather a flexible eclectic approach.

Put in copies of all overheads to be used + I copy of Something Special

PRESENT ORGANIZATION OF SPECIAL EDUCATION DEPARTMENT

Superintendent of Special Services

Inspector I

Consultant "A" -
- * Special Program (Health)
- * Special Program (Vision)
- * Sunny View School
- * Hospital for Sick Children
- * Bloorview Children's Hospital
- * Special Program (Blind)

Consultant "B" -
- Special Program (Speech)

Consultant "C" -
- * Special Program (Language)
- Special Program (Perceptual)
- Special Program Itinerant (Perceptual)

Consultant "D" -
- * Clarke Institute of Psychiatry
- Special Program (Behavioural)
- Special Program Itinerant (Behavioural)
- Special Program (Home Instruction - Behavioural)

Consultant "E" -
- * Special Program (Hearing)
- * Special Program Itinerant (Hearing)

Special Program (Reading)
* Metro Toronto School for the Deaf
* Sunny View School
Home Instruction
* Verbotonal Program

* Metro-wide Programs

Inspector 2

Consultant "F" -
- Special Program (P, J)
- Districts 1, 2, 3, 4

Consultant "G" -
- Special Program (P, J)
- Districts 7, 8

Consultant "H" -
- Special Program (P, J)
- Districts 5, 6, 9, 10, 11

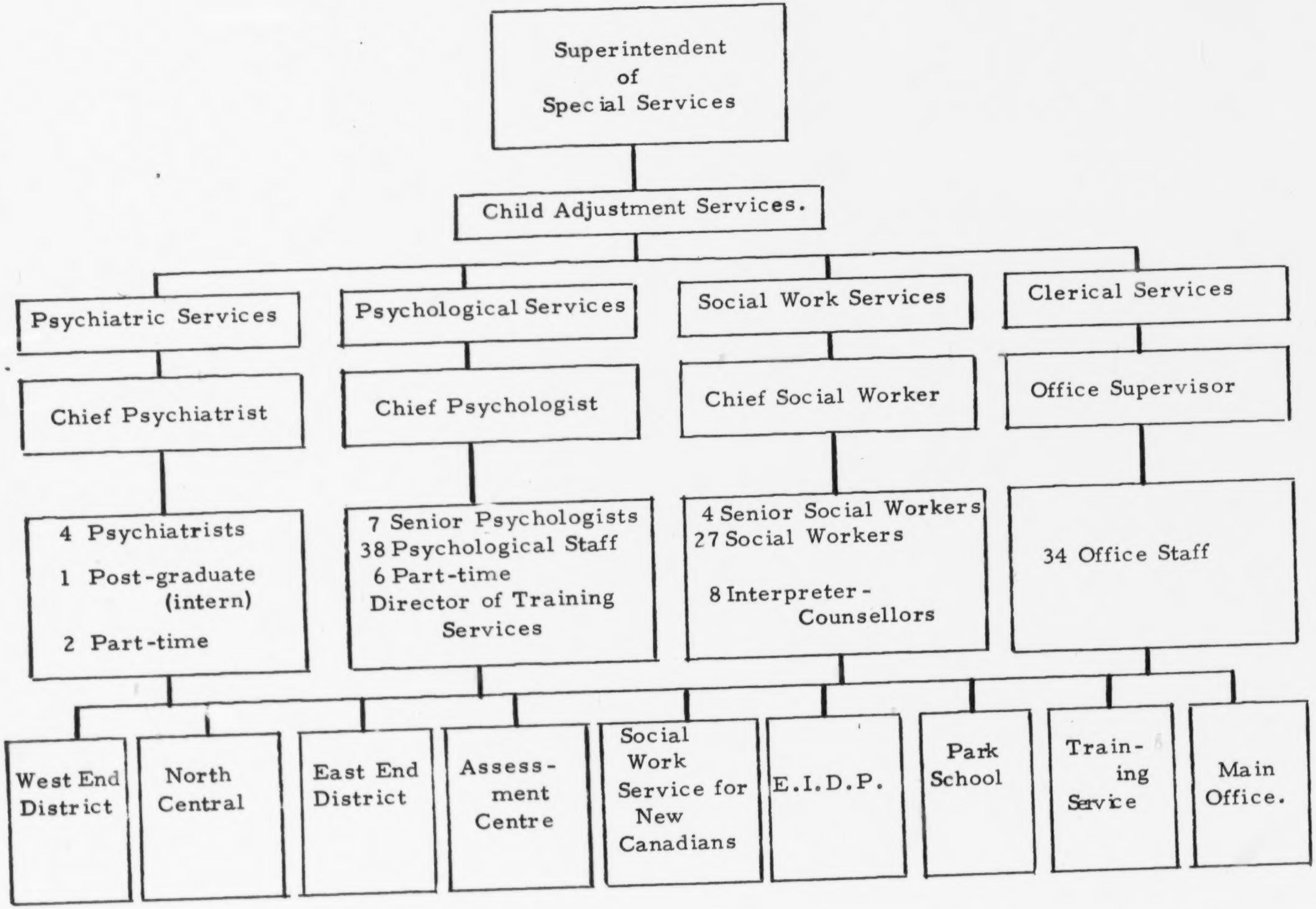
Consultant "I" -
- Special Program (Sr.)
- * Detention Home

Consultant "J" -
- Special Program (Sr. - A.V.)

Consultant "K" -
- Special Program (Gifted)
- Saturday Morning Classes
- Summer Enrichment Program

Office Staff

Clerk, Grade 4
Clerk, Grade 3
Clerk, Grade 3


Superintendent of Special Services
Child Adjustment Services.
Psychiatric Services
Psychological Services
Social Work Services
Clerical Services
Chief Psychiatrist
Chief Psychologist
Chief Social Worker
Office Supervisor
4 Psychiatrists
1 Post-graduate (intern)
2 Part-time
7 Senior Psychologists
38 Psychological Staff
6 Part-time
Director of Training Services
4 Senior Social Workers
27 Social Workers
8 Interpreter-Counsellors
34 Office Staff
West End District
North Central
East End District
Assessment Centre
Social Work Service for New Canadians
E.I.D.P.
Park School
Training Service
Main Office.

Board of Education for the City of Toronto

SPECIAL EDUCATION PROGRAMS

Metro Programs

Type of Program	Placement Criteria	Number of Teachers
S.P. (Language)	Severe language disorder - from 4 years of age	11
S.P. (Hearing)	Severely hard of hearing - 6-14 years of age	5
S.P. (Deaf)	Profoundly deaf - from 3 years of age	30.5
S.P. (Vision)	Severely limited vision - 6 - 14 years of age	3
Itinerant		2
S.P. (Health)	Special environment for reasons of health 6 - 14 years of age	9
S.P. (Orthopaedic)	Physically handicapped - 5 - 18 years of age	23
S.P. (Hospital and Institutional)	Residential 6 to 18 years of age Residential or out-patients 6 to 16 years of age Court order 6 to 16 years of age	13

Board of Education for the City of Toronto

SPECIAL EDUCATION PROGRAMS

Metro Programs

Type of Program	Placement Criteria	Number of Teachers
S.P. (Language)	Severe language disorder - from 4 years of age	11
S.P. (Hearing)	Severely hard of hearing - 6-14 years of age	5
S.P. (Deaf)	Profoundly deaf - from 3 years of age	30.5
S.P. (Vision)	Severely limited vision - 6 - 14 years of age	3
Itinerant		2
S.P. (Health)	Special environment for reasons of health 6 - 14 years of age	9
S.P. (Orthopaedic)	Physically handicapped - 5 - 18 years of age	23
S.P. (Hospital and Institutional)	Residential 6 to 18 years of age Residential or out-patients 6 to 16 years of age Court order 6 to 16 years of age	13

/05

The Board of Education for the City of Toronto

AUTHORIZATION FOR SPECIAL PROGRAM PLACEMENT

(Please Type or Print)

An Admission Board has recommended the placement of:

(Surname)	(Given Names)	(Grade/Class)	(Student Number)

in a Special Program ______________________ in ________________________________
(Name of Program)

effective when an appropriate opening occurs.

TO THE CHAIRMAN AND MEMBERS
OF THE BOARD OF EDUCATION:

Part I

The following are extracts from the minutes of meetings of the Management Committee and of the Board:

> "Trustee Ross, seconded by Trustee Nelson, moved that the Director of Education be requested to report, in May 1971, on the number of teachers on the staff who hold Special Education qualifications at that time. The motion was carried."

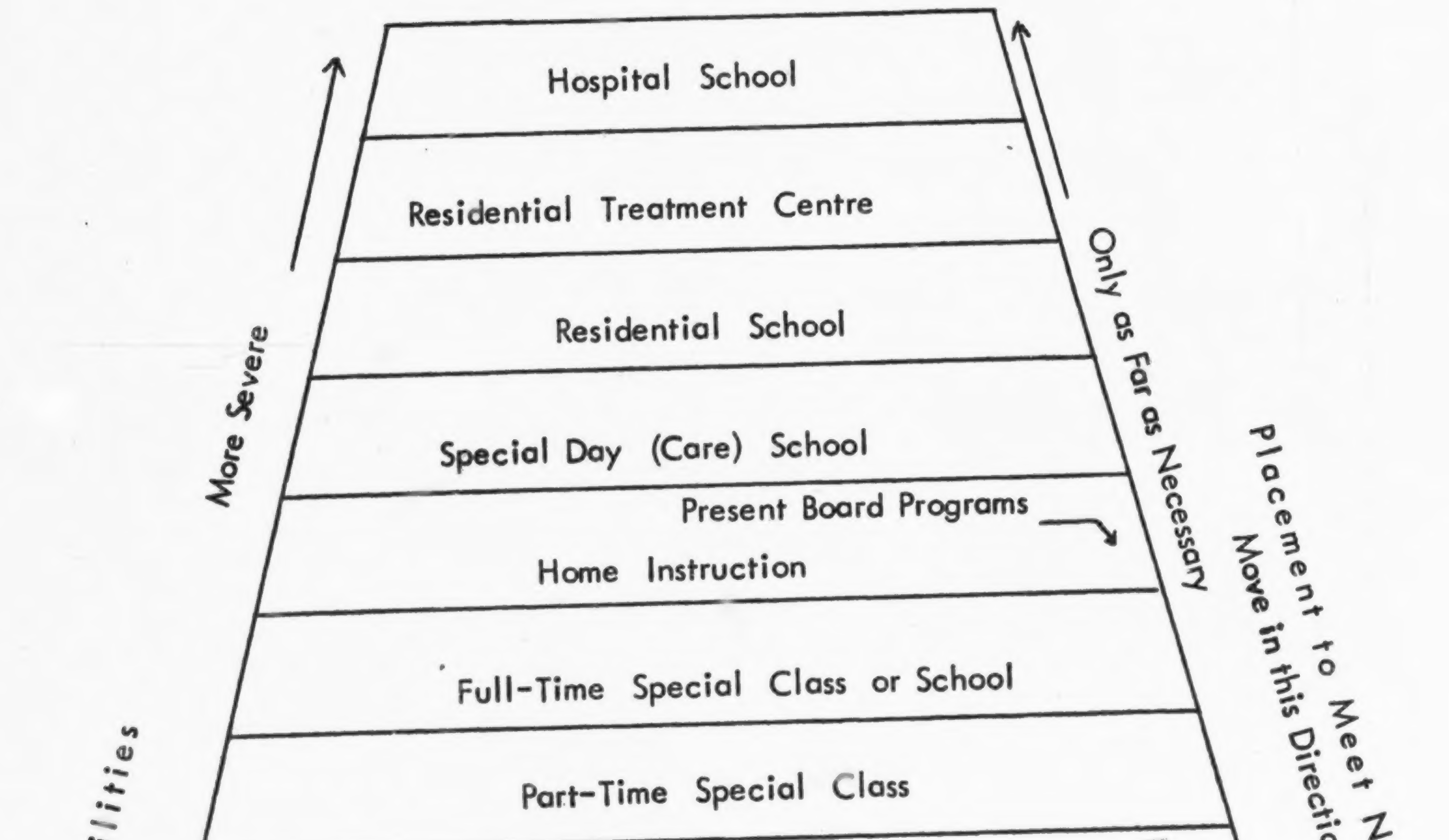
(Management Committee, September 19, 1970)

TEACHER TRAINING - SPECIALIST TEACHERS OF THE DEAF

The Boards of Education of Toronto and Scarborough require a number of teachers to undergo training to teach hearing impaired pupils. It will be necessary for applicants to train as teachers of the deaf for one full year on leave of absence with pay.

Staff Needs: One primary teacher to train at Manchester University, Manchester, England
Three secondary teachers to train at Ontario School for the Deaf in Belleville

A CONTINUUM OF SPECIAL PROGRAMS


Hospital School
Residential Treatment Centre
Residential School
Special Day (Care) School
Present Board Programs
Home Instruction
Full-Time Special Class or School
Part-Time Special Class
Regular Program
Plus Supplementary
Instructional Services
Itinerant
Resource Room
Withdrawal
Regular Program with Consultation
(Special Education Consultant, Psychologist, etc.)
Most Learning and Behavioural Problems
Accommodated by Modifications within Regular Program
More Severe
Disabilities
Less Severe
Only as Far as Necessary
Placement to Meet Needs
Move in this Direction
As Soon as Possible
Number of Children

THE SPECIAL EDUCATION CHALLENGE - THE CEC RESPONSE

S. C. Ashcroft

George Peabody College for Teachers, Nashville, Tennessee

Introduction

> "The question of our human race's destiny does not always loom large in people's minds. When life seems satisfactory and secure, most people, apparently, are not moved to peer into the future farther ahead than is required for present practical purposes. As a rule, people feel acute concern about the future, beyond the horizon of the present, only when the times are out of joint and when the prospect looks menacing. In our generation we are living in one of these times of unusually intense stress and anxiety. What awaits us? What are we going to make of it when it comes upon us? In our present situation, such questions force themselves on our attention." (Toynbee, 1966, p. 1)

This quotation is the writing of Arnold Toynbee, noted historian, who advanced the thesis that history may be understood in terms of challenge and response. His work suggested the title of this paper--The Special Education Challenge - The CEC Response.

If it is true, as some have said, that culture exhibits its highest reaches in terms of the way in which it responds to the challenges represented by its exceptional children, then we in special education have an awesome obligation indeed. If we do in fact exhibit the conscience of the nation in our efforts to cope with the problems of the physical, cultural, social, and educational impairment in the nation's children, how do we stand? What are the challenges that face and await us? What are we going to make of these challenges as they come upon us? What will be our response? This paper addresses such questions as these. It describes some already available responses and suggests additional responses that should be considered.

Faced with the prospect of serving in the role of president of The Council for Exceptional Children (CEC) for a year, it seemed desirable to enumerate some emphases that would embody responses to current critical challenges in special education. The list first presented at our 1969 convention and later published as the September President's Page (Ashcroft, 1970) included the following.

- Early education and parent education hold great hope for the prevention and amelioration of many handicapping conditions and thus represent possible solutions to some of our most persistent problems, particularly manpower problems, in special education.
- One of our greatest challenges and one of our finest professional opportunities may be in providing leadership that would enable schools to develop programs of guaranteed annual success and to prevent school failure, exclusion and discrimination for all children.
- Successful and efficient culmination of extensive special education should be the goal for more children. It may be that we have too great a tolerance for "open" or continuing cases and thus too few successful terminal, transitional or closure cases.
- Urgently needed are innovative alternatives to conventional approaches for diagnosis, evaluation, remediation, educational intervention, teacher education and research.
- To achieve progress in terms of such emphases, close articulation with majority education is required and special educators may have to take the initiative.
- We should recruit increased membership in CEC from education personnel in majority education. Our colleagues have much to contribute to our efforts and we have a great deal to offer them. We all need

increased understanding of each other's work. In many areas of endeavor we should work jointly toward elimination of the distinctions between special and majority education.

- International cooperation can provide a response to the challenging needs of developing nations and we have much to gain both from developing nations and from our colleagues in more developed countries.
- National, state, and local legislation for the education of exceptional children and political action in their behalf is an important emphasis which requires increased effort from all of us.

Each of these emphases, and many more which could be enumerated, constitute special education challenges to which CEC must be responsive. Speaking to a number of CEC chapters and federations, I have focused on some of the emphases cited above, particularly the suggested emphasis on the elimination for all children of school failure, exclusion and discrimination. That emphasis was thoughtfully worded to call attention to the schools' responsibility in these matters in contrast to the child's. In attempting to delineate the concern expressed by this emphasis, I was impressed by the tenth anniversary issue of the Saturday Review of Literature Education Supplement for September, 1970. There it was indicated ". . . that the student rebellion . . . made clear that in large part the schools were failing the advantaged as well as the deprived . . . during the sixties the schools were challenged increasingly not only for their contemporary failures, nor even for the fact that they have always failed the poor and the dispossessed, but because they were positively destructive influences for many of the children entrusted to their care . . . ." Peter Schrag summarized the situation in his pessimistically titled article, "End of the Impossible

Dream," when he concluded simply, "The school system has failed." (p. 68)

Elsewhere, it has been indicated that ". . . voters rejected half the school building bond issues proposed at local elections throughout the United States in 1970." (Von Eckardt, 1971)

UNESCO figures reveal that the world spends $100 a year per pupil and $7,800 a year per soldier. The $100 a year figure applies only to developed countries; underdeveloped nations manage $5 annually. The world spends $110 billion dollars per year on public education but $159 billions on armaments.

It is among the most critical challenges we face that we stand accused if not indicted in the same way as do our colleagues in majority education. There is much persuasive evidence that schools too frequently have failed and it seems that we have little choice but to agree with this conclusion or to conclude that as a profession, educators have failed adequately to convince the critics that schools are successful. Where does special education stand with respect to this challenge? What responses will we make?

CEC convention papers, our Journal pages, especially the Forum articles, and various conferences throughout the country suggest that many special educators would agree that special education has failed. The critical indictments are numerous. At the CEC Convention in Chicago the President's Committee on Mental Retardation issued a publication jointly sponsored with the Bureau of Education for the Handicapped entitled, "The Six Hour Retarded Child." That publication opens with the statement, "We now have what may be called a six hour retarded child - retarded from 9 to 3, five days a week, solely on the basis of an IQ score, without regard to his adaptive behavior, which may be exceptionally adapted to the situation in the community in which he lives."

Conference chairman Leonard W. Mayo is quoted in that publication,

> "Within the last decade there has been a mass migration to the large cities. Among the 'immigrants' are large numbers of low income families from minority groups . . . . A large number of these children score low enough on individual tests of intelligence to be classified as mentally retarded. They are sometimes called functionally retarded to distinguish them from those who, presumably, would have been retarded regardless of environment. . . .
>
> The production of so many functionally retarded children by our society raises disturbing questions: Do we need more special education that is designed for the retarded? Do we need more of the same kind of education these children have been getting in the regular classroom? What is the role of the schools in a society beset by racism, poverty, alienation, and unrest? Are fundamental changes needed?"

Amont the seven recommendations emanating from this conference were the need to provide earlier childhood stimulation, education and evaluation . . . to study histories of successful inner city families who have learned to cope . . . to restructure education of teachers . . . to commit substantial additional funding for research . . . to delineate what constitutes accountability . . . and to involve parents, citizens and citizen groups, students and special educators in total educational effort; and the re-examination of present systems of intelligence testing and classification. This latter recommendation eventuated in a second conference sponsored jointly by the President's Committee, CEC and the Bureau of Education for the Handicapped in March of this year. Many CEC members participated in this cooperative conference which is expected to recommend that alternatives to present testing programs should be explored on an experimental basis. The labeling of children should be of educational relevance and should be temporary. All placements in special education should be subject to periodic review to make sure the placement is required for the best interest of the child.

On a poster of James Baldwin frequently found on teenagers' walls is a significant quotation, "It is a terrible and inexorable law that one cannot deny the humanity of another without diminishing one's own; in the face of one's victim, one sees oneself." The CEC ad hoc committee on problems of minority groups met recently at headquarters in Washington. That committee's very valuable report was the result of two days of intensive work on the part of five fine representatives of minority groups. Among their many recommendations are, calls for expansion of the Board of Governors Executive Committee to include two governors at large who shall be members of minority groups; that no minority group children should be placed in special education classes solely on the basis of psychological tests; and that the reorganization of regular education teacher preparation should include required courses and practicum experiences with exceptional children with guaranteed exposure in areas of cultural diversity reflecting the unique social and geographic characteristics of peoples and regions.

It is becoming clearer to all of us that educational problems are not revealed in the child alone but rather by the complex interaction among the child, his social environment, and the educational system which is responsible for his aculturation. It may be that we are faced with a very schizoid problem. It appears that we must minimize the distinctiveness. the visibility, the categorization and labeling of children in terms of special education services to children and schools. At the same time, the political and social facts of life may require vigorous resistance to threats to categorical funding from the Congress and other sources. We may need to learn to live in reasonable comfort with this anomalous situation until the education of the public and our politicians is more complete. We can hope that this is a transitional and temporary dilemma soon to be resolved and it is among our most important challenges to make that happen.

Perhaps we need human ecologists for special education, for the conservation of human beings may be one of the most significant tasks of education. Examination of the analogy may be instructive. The conservation measures that save redwood trees do not prevent oil spills in San Francisco Bay. Reverting to returnable pop and beer bottles will not cut down on carbon dioxide poisoning in the atmosphere, which comes from GMC, Ford and Chrysler autos. Quieting pneumatic drills or juvenile combos will not reduce noise pollution from diesel trailer trucks or SSTs. Similarly, patchwork piecemeal solutions to educational problems represented by fancily packaged commercially prepared instructional materials or gimmicks in teaching methodology will not ameliorate nor remediate such facts, as Wilson Riles cites, "The rate of placement of Spanish surname children in special education is about three times higher than for Anglo children; the Negro rate is close to four times higher than the Anglo rate . . . ."

We are tempted frequently to seek simplistic, holistic, universal responses to educational challenges which though ubiquitous are as diverse and complex as campus unrest, cancer, contaminated air and polluted water. Not long ago, I received a plaintive letter quoted here in its entirety.

> "Dear Dr. Ashcroft: I am the instructor in a primary E.H. class in ______ County. There is intermittent pressure to have me use M & M's to teach a child to read.

> I can't see how conditioning a child to salivate at my approach is related to reading."

Needed are what Susan Gray has called "data-oriented problem solvers" in every classroom, resource teacher station, itinerant traveler's auto, and administrative office of our school systems.

In a recent talk on "Styles and Values in Research Training in Special Education " Don Stedman said,

> "The role of special education within 'general education' continues to be a critical one." What is ". . . 'special' about special education (is) its unique opportunity to be a system for renewal of the general field of education that would help keep our training and service delivery activities relevant and close to the needs of the consumer, whether teacher or learner. This characteristic of special education must be kept in mind when we consider ways of improving advanced graduate programs in special education because the very features that make special education a renewal factor will be the same characteristics that must be considered when we talk about training in that area. For example, special education is the one major component of general education that is still in easy transaction with a variety of other disciplines, including medicine, sociology, rehabilitation, psychology . . . ."

In much the same vein, Evelyn Deno, writing in the November, 1970, Exceptional Children Forum, says:

> "What is needed is an aspiration that will set the system in competition with itself, an internal challenge that will generate and sustain creative tension.
> The special education system is in a unique position to serve as developmental capital in an overall effort to upgrade the effectiveness of the total public education effort. It has the motivation and the justification to enter into cooperative competition with regular education, to act as advocate for those children who fall out or are squeezed out of the educational mainstream's sieve-like bottom half. From its retrieval vantage point, special education is in a position to gain unusual insight into what makes children fall out of the modal system. It has opportunity to gain insight into how all children learn as it struggles to help those children who require careful assessment and controlled conditions in order to maximize the probability that learning will occur. The special educator often must help these children structure what most "normal" children structure for themselves."

A recent CEC publication represents significant efforts to respond to our challenges. Dimensions, the first Annual Survey of Exceptional Child Research Activities and Issues — 1970, edited by June Jordan and Phyllis McDonald, ". . . is a unique publication . . ." written ". . . after completing a most interesting and revealing experience in information analysis and product planning."

"To ascertain significant research activities and trends in special education . . . an attempt was made to tap into the special education 'grapevine'." This grapevine technique which has been fruitful in other sciences, is predicated on the assumption that the most important knowledge in a field emanates from or at least passes through a grapevine of a small number of people who are leaders in a particular field. Thus, Dimensions utilizes information from telephone interviews with 57 "leaders" in the field of special education. In response to one of the interview questions, "What do you see as the hottest controversy in special education today?", the most frequently cited issue was special class versus regular class placement of exceptional children. As the editors indicate, "In addition to being mentioned most often it is perhaps the one most crucial to future trends in special education. It has far reaching implications not only for students but for managerial personnel, administrators, and practitioners." We commend this important annual survey report to your attention. It documents important trends in special education. It suggests the critical special education challenges to which CEC must be responsive and illustrates an innovative mode of response.

Another response involves an innovative approach to providing for the translation of research into practice through the use of "invisible colleges." CEC's first Invisible College was convened in March and addressed itself to the topic, "The application of behavioral principles to the teaching of exceptional children." Twelve authorities in the field made presentations in their specific areas of expertise. The total conference was taped and information products are now in preparation. There will be a monograph publication and several nonprint products--a filmstrip-tape presentation and a number of tape cassettes. The aim of this approach is to reduce the publication lag and rapidly to package and disseminate to the field current and significant information. There will be additional "invisible colleges" in the near future.

In March of this year, through the leadership of Edward Meyen and Richard Schofer, the University of Missouri with BEH support sponsored an extremely significant conference on the categorical/non-categorical issue in special education teacher preparation. This conference was particularly notable for its emphasis on potential solutions to the problems we are facing with respect to labeling and categorizing children and the preparation of teachers. The conference may well be remembered as a milestone in terms of the development of new models for teacher preparation. Keynoted by CEC past-president Jim Gallagher and featuring such other past-presidents as John Melcher and Maynard Reynolds (chairman of the CEC Policies Commission), this conference suggests that the special education profession, the CEC membership, and the Bureau of Education for the Handicapped may be joining forces to respond to another of the most critical challenges on the current scene in special education.

As announced and described at this conference, Peabody College is attempting to be responsive to special education challenges in teacher education through a project named Interrelated Special Training of Educational Personnel (In-STEP). In-STEP, facilitated by new block funding options from the Bureau of Education for the Handicapped, is designed to improve and increase special educational programming in the mainstream of the nation's educational and preschool services. Supporting the belief that an ounce of prevention is worth a pound of intervention, the In-STEP faculty will direct its efforts to improving educational services: a) by preparing more future special educational personnel to provide resource and consultation services for a wider range of exceptional and normal children; b) through re-education of special educational personnel to provide them with skills for supporting exceptional children as they return to regular education; c) through competency based programs of preparation for incorporating special educational expertise in majority education preservice training; d) through direct staff development training of regular and special educators in real life educational situations; and e) by training community personnel and citizens to provide equal opportunities for the exceptional child without necessity of conventional labeling of the child as handicapped.

The In-STEP model has these features: a) four interrelated task forces conducting field training; b) an interrelated core of preparatory courses and experiences; c) substantial field experiences at all levels of preparation from the beginning of each program; d) emphasis on teacher preparation at the undergraduate level; e) emphasis on preparation of resource personnel at the masters (MA) and specialist in education (PMA) levels; f) emphasis on preparation of teacher trainers, innovators and researchers at the doctoral level; g) utilization of vertical team preparation that places trainees at all levels on problem solving field teams; h) packaging of core content into multimedia training modules; and i) cooperative preparation with the regular or majority education.

Fortunately, there are numerous efforts at substantial innovations in special education practices and in teacher preparation. The Missouri Conference revealed a number of these and the Peabody In-STEP Program is only illustrative. It appears that there now exists the potential for substantial renewal in education, special education, and in our society. As John Gardner said in his very important book, Self Renewal: The Individual and the Innovative Society,

> We are beginning to understand how to educate for renewal but we must deepen that understanding. If we indoctrinate the young person in an elaborate set of fixed beliefs, we are ensuring his early obsolescence. The alternative is to develop skills, attitudes, habits of mind and the kinds of knowledge and understanding that will be the instruments of continuous change and growth on the part of the young person. Then we will have fashioned a system that provides for its own continuous renewal.

As new conceptions of special education and teacher preparation develop we are faced with the challenge of evolving new professional standards that will support these innovative efforts. The Professional Standards for Personnel in the Education of Exceptional Children published by CEC in 1966 and culminating two years of intensive work, are outmoded for tomorrow's special education. There is now under consideration a new, extensive Professional Standards Project which would involve four detailed phases comprised of many critical tasks, five regional special study institutes and a national meeting. The project would culminate in extensive dissemination activities. To mount such a comprehensive response to a crucial challenge, the organization badly needs substantial funds. We have applied for and appealed to the Bureau of Education for the Handicapped for assistance. In addition, other funding sources are being considered, including the potential CEC Foundation for Exceptional Children.

At this Convention we will be considering the establishment of such a Foundation for Exceptional Children. John King, Jean Hebeler, and James Smith recently served as an ad hoc committee to develop a prospectus for the proposed Foundation. We believe this can be a very significant response to many challenges with which we are faced today, including the need for a new professional standards effort.

The Foundation would provide additional financial resources which would make possible more services to exceptional children and to the profession. It could make possible activities in such areas as the financing of research projects not ordinarily funded by the government or other existing agencies; the funding and granting of fellowships and scholarships; the establishment of a university chair for research on teacher preparation; the provision of programs and projects directly concerned with providing for the educational, legal, and human rights of exceptional children; or the production of materials for teaching children which are not now available to the field.

While the Foundation would not change the present status or goals of CEC, it would provide complementary special resources enhancing the capability of CEC to respond to significant challenges. CEC dues would not be increased to support the Foundation, and all contributions to the proposed Foundation would be voluntary without regard to CEC membership.

This Convention will be asked to adopt a Policies Commission

Statement, the preparation of which has been under way for a substantial period of time. The preface to the statement reads in part,

> "For some decades now, educators and schools have been responding to the challenge of educating the exceptional children. At least five times as many school systems provide special educational services today as a quarter of a century ago. Still, not all children are being provided for fully; relatively few services exist for the intellectually gifted child, for example, and less than half of the children who need highly specialized services are receiving them. It is clear that the schools must learn to understand and serve the individual needs of these children as well as those more easily accommodated in the educational system. The surge of interest among educators in individualizing instruction hopefully will mean more sensitivity to the educational needs of all children, and particularly to those with special needs."

One example from the policy statement indicates one of CEC's most difficult challenges.

> "As an integral part of the total educational enterprise, special education should function within and as a part of the regular, public-school framework whenever and for as much as is possible. Within this framework, the function of special education should be to participate in the creation and maintenance of a total educational environment suitable for all children.
>
> From their base in the regular school system, special educators can foster the development of specialized resources by coordinating their specialized contributions with the contributions of the regular school system. One of the primary goals of special educators should be the enhancement of regular school programs as a resource for all children."

While there is widespread critical examination of special education along with accusation and indictment for failure, there can be no doubt that substantial progress has been achieved in identifying exceptional children who need special education and obtaining substantial action in behalf of those children in the United States and Canada today. In our rising, guilt ridden concern about mistakes we may have perpetrated on many exceptional children, we should remember what

Emerson so forcefully said, "The attained good tends to become the enemy of the better."

There is much to be said for the integration into majority classrooms of many children now segregated in self contained special education classrooms. However, even a cursory reading of "Crisis in the Classroom" by Charles Silberman gives one occasion to pause and reflect. Silberman indicates " . . . most teachers dominate the classroom, giving students no option except that of passivity . . . teachers do almost all the talking, accounting on average for two-thirds to three-quarters of all classroom communication." Numerous other grim descriptions of the crises in American classrooms suggest that integration of exceptional children in majority classrooms may be fruitless at best and quite possibly detrimental unless research represented by the type of study undertaken in interaction analysis is undertaken. We can create even more serious problems by wholesale, inadequately planned and uncritical placement of exceptional children in such settings. Comprehensive study is needed of how to promote effective interaction in classrooms including exceptional children, for as we have long known a child can be as cruelly segregated in a physically integrated placement as he can in the worst of segregated special facilities.

At the first general session of this Convention Dr. Edward Martin, Associate Commissioner, Bureau of Education for the Handicapped, U. S. Office of Education, proposed a new initiative for the nation in behalf of handicapped. That initiative represents a new leadership role for the federal government in encouraging the states to make effective legislative provisions for education and other services to children with handicaps.

This initiative addresses a special challenge, and CEC must respond to make it effective and successful. CEC can have a substantial role in setting the tone and creating the climate in which the full potential of this initiative will be realized for children. Since the initiative involves extensive development of state level services, our Governmental Relations Unit, already given executive committee sanction for expansion, and including the State-Federal Information Clearinghouse on Exceptional Children, will become increasingly important.

The growing number of civil liberties issues related to children with handicaps and special education requires vigorous action. Thus, such activities as a study of civil liberties violations in education of exceptional children, monitoring significant judicial proceedings and undertaking functions of intervention, child advocacy, and legal counsel will assume ever greater importance. All of us need to be better informed in legal matters and political action relevant to education, a significant gap in our education and teacher preparation. Educators have been uninformed and have tended to remain aloof from and disdainful of the political arena. It has become increasingly clear that many battles for children must be won in that arena, in the state houses, and in the courts.

Our CEC Legislative Committee has proposed a Policy Statement on Governmental Affairs which includes such statements as the following:

> ". . . the Council endorses legislation and appropriations to strengthen and enhance this nation's instructional programs for all children and youth. While such general provisions should benefit the exceptional child, the Council believes that specific legislative provisions are necessary to offer those children with exceptional needs the opportunity to develop to their fullest potentials.
> It is the Council's belief that all levels of government

> must formally, through law, make a commitment to guarantee every exceptional child the educational opportunities he needs before such services will ever be available. The Council further believes that all persons concerned about the education of exceptional children must maintain efforts to insure that legislation is fully implemented."

The opportunity afforded by the CEC presidency to participate in the White House Conference on Children and Youth stimulated the idea for the establishment of an International Children's Year (ICY). At our Third General Session you will hear in some detail about a similar idea - The Year of the Child. That grassroots approach involving a six step program is under way in Massachusetts and is eliciting interest in a number of other states.

The ICY is intended to be comparable to the International Geophysical Year (IGY) of 1957-58. A series of target objectives such as those developed in the 1970 White House Conference should be developed toward which the ICY would be oriented. A target period of 18 months or two years, say 1975-76, should be selected for the ICY. In the meantime substantial national resources and attention comparable to that devoted to the space programs of this and other nations should be allocated and directed to the ICY program. The ICY should capture the imagination and talents of all the people and could elicit inspired interest in ICY as a new national and international goal. Special attention should be focused on fostering the optimum development of young children; eliminating hunger, childhood diseases, racism and debilitating family and social problems; and eliminating failure, exclusion, and discrimination in schools.

Publication of this idea in the March Journal elicited a thoughtful and provocative letter from Dr. Leopold Lippman. Dr. Lippman delineated some very stimulating questions. The following are illustrative:

Why does the United States rank so poorly in infant mortality?

How valid is the monogamous family structure in the splintered, modular world of today?

Does "the optimum development of children" depend on work with children, or reconstitution of our entire social order?

What are the near-future and middle-range effects of nuclear explosions, of Strontium-90, of X-rays, of chemical additives in food and water, of nerve-shattering and ear-damaging urban noise?

How much is education a function of the ability of the child to learn; and how much a function of the ability of society to teach?

Is the United States becoming as bilingual as Canada? What are the implications for education?

When do special education and other segregationist services begin to work against the best interest of the handicapped -- and other children?

Will black children in America grow up integrated, alienated, isolated?

What can we learn about child-rearing from the Israeli kibbutz social structure?

What can we learn that may improve our educational system from the "free school" movement, the dropping-out of superior students, the growth of the underground high school student press, the coffee houses, and the Woodstock phenomena?

Why, in the 1930's and early '40's, was the delinquency rate low among American children of Chinese ancestry? Why does the rate of delinquency among such children now approach the Caucasian norm?

What did the forced segregation of families of Japanese ancestry during World War II do to the psycho-social development of children of the next generation? The present generation? What about the children of the war generation in Germany (the Aryans; the non-Aryans)?

Must we not undertake a massive program of aid and rehabilitation for the children of southeast Asia maimed, orphaned, and made homeless through U.S. intervention there?

What must be done to prevent future thalidomide-type tragedies?

Is drug addiction a narcotics problem, a social problem or an economic problem? Might it be appropriate to give adult addicts free drugs, to reduce crime? But what about the mainlining 10-year old?

Can an International Children's Year mean anything without enthusiastic support and leadership from the White House? Is this a realistic expectation in the next two (six) years?

It may be that to aspire to the realization of an International Children's Year is starry-eyed idealism and that meaningful implementation is hopeless. But perhaps, just perhaps, the time is ripe for just such a seemingly idealistic effort. The challenge is fantastic. It requires an unprecedented response. In the Conference Room of The American Foundation for the Blind there is in a bas relief a quotation from Helen Keller which says, "While they were saying it could not be done - it was done." On more than one occasion, I have been tempted to observe about special education challenges - "While they were saying it could be done - it was not done." But I am not often so pessimistic and I believe the idea of an ICY to be worthy of vigorous promotion.

Charles Reich, in The Greening of America, offers a sympathetic analysis of the youth culture as being the hope of the present and the wave of the future. Cataloging our ills in an almost tiresome way--we've done so much of that--he concludes that a valid definition of the American crisis seems to be, "We no longer understand the system under which we live, hence the structure has become obsolete and we have become powerless; in turn the system has been permitted to assume unchallenged power to dominate our lives, and now rumbles along, unguided and therefore indifferent to human ends."

But Reich says, "There is a revolution coming. It will not be like the revolutions of the past. It will originate with the individual and with the culture, and it will change the political structure only as its final act . . . . It promises a higher reason, a more human community, and a new and liberated individual . . . . Its ultimate creation will be a new and enduring wholeness and beauty - a renewed relationship of man to himself, to other men, to society, to nature, and to the land . . . . This is the revolution of the new generation." For Reich the promise of Consciousness III is expressed in his conclusion, "For one who thought the world was irretrievably encased in metal and plastic and sterile stone, it seems a veritable Greening of America."

Is there a Greening in special education? How green is CEC? Who will make it happen for exceptional children? Let me leave you with the thought that you and I are CEC. The special education challenges are yours and mine. The CEC responses must come from you and me for CEC does not exist without us. As John Kennedy said, "Let us begin!"

Why Special Education for the Mentally Retarded: A Rebuttal of Criticisms

G. Orville Johnson

The Ohio State University

Special Education has been the subject of criticism over the past decade with an inordinate amount being directed at the programs for the educable mentally retarded. Both educators and non-educators have recommended that these classes be abandoned and that the children be assigned to regular ones in the general elementary and secondary schools for a number of reasons. When references are used, the critics use two articles that appeared in Exceptional Children most often: "Special Education for the Mentally Handicapped-A Paradox"[6] and "Special Education for the Mildly Retarded-Is Much of It Justified?"[2]

If these articles were read carefully and completely, it would be clear that the authors did not recommend the abolition of Special Education. Both articles were written for an audience of professional educators engaged in working with handicapped children. Johnson, after briefly reviewing the results of a number of efficacy and status studies and pointing out such factors as additional training of teachers, smallness of classes, and so forth, suggested that a hard look be taken at the results and institute changes that appeared to be essential. Dunn used another approach. He stated, "The purpose of this article is twofold: first, to provide reasons for taking the position that a large proportion of this so called special education in its present form is obsolete and unjustifiable from the point of view of the pupils so placed; and second, to outline a blueprint for changing this major segment of education for exceptional children to make it more acceptable."p.6

128

Anyone familiar with the field of Special Education is not only well aware that the criticisms leveled against the programs for the mentally retarded are generally true for each of the other groups of handicapped as well, but that criticism is not new. Bennett's[1] and Pertsch's[9] studies appeared in the 1930's. In 1946, Shattuck[10] chaired a panel at the Annual Convention of the International Council for Exceptional Children (later reported in Exceptional Children) concerned with the issue of segregation versus non-segregation. Ray Graham, former State Director of Special Education of Illinois, fought the battle with that state's education association in the late 1940's when it became highly critical of the amounts of monies he was able to have allotted to Special Education by the State Legislature.

While Special Education may have been conceived, at least in part, from a relief philosophy; i.e., to relieve the regular class teacher of the children with problems she was unprepared and incapable of coping with, this certainly has not been its purpose insofar as the Special Educator is concerned. Yet, since its inception it has been fair game for the critic: the general educator, the physician, the lawyer, the social do-gooder, the psychologist, the parent, and the ordinary layman and legislator. The causes for these criticisms are and have been many and varied: desire for improvements, basic philosophical disagreement, money, lack of understanding, and unrealistic aspirations for the children are among the many that are operating.

It is not however, the purpose of this paper to either enumerate who the critics are or why they feel it is necessary to criticize. Rather, the most common arguments posed need looking at to determine their validity.

1. Many of the children enrolled in special classes for the educable mentally retarded are not mentally retarded but "socially disadvantaged" or culturally deprived. They do not meet Doll's criteria of social inadequacy

based upon mental subnormality due to developmental arrest that will obtain at maturity, is of constitutional origin, and is incurable. They cannot be mentally retarded because these programs are discriminatory enrolling disproportionate numbers of recent central European immigrants; isolated and semi-isolated groups such as rural or recently emigrated rural blacks, American Indians, Hawaiians, and Appalachia Hollow and Valley folk; and Spanish-American. If one accepts a behavioral definition that mental retardation for educational purposes encompasses ~~is~~ a specified proportion of the population of any age group whose ability to learn and deal with aural and visual symbols and abstract concepts is significantly poorer than for the population in general much of the controversy is solved. Because then one is discussing the immediate, the here and now. He, the child is or is not mentally retarded at this time. But since the human is a dynamic, living changing organism capable of learning, the hopelessness of a Doll definition is no longer present nor appropriate. A mentally retarded person today may have the potential, given appropriate experiences, of not being mentally retarded tomorrow. But this does not make him any less retarded today.

2. The efficacy studies indicate that educable mentally retarded perform at a higher level when left in the regular grades than when placed in a special class. The thing these studies tend to show is that the academic achievement for the educable mentally retarded is superior but then who has proposed that this is the primary objective? It is true that reading and arithmetic are important skills and undoubtedly, their instruction in the special class can stand improvement. But there are other areas, seldom if ever mentioned, that the special class shows infinite superiority over regular class placement. One, Johnson[5] and a number of other researchers have clearly pointed out that the educable mentally retarded are almost universally socially isolated and that 50 per cent are actively rejected when enrolled in a regular class. When

special class and regular class mentally retarded children are compared, the special class children consistently show greater peer acceptance.[2] Two, Havighurst in his ten year study of problem children in River City found that the behavior of children in special classes was markedly superior to somewhat more intelligent children in regular programs. Liddle reported, "Thus, when we compare EMH children with the total group we find that a sightly larger proportion (17-14%) of them got into trouble with the court. However, because this trouble is of a less serious nature or is less often repeated, on the average, they actually were in less trouble than the average of the total population. When the slow-learners (brighter and in regular grades) are compared with the total group, not only did a much larger proportion get into trouble (27-14%) but they also had above average seriousness indices so that as a group they contributed more than twice their chance expected and share to the total group's delinquency record."[7] Liddle further reports on the results of special classes established for a part of the slow learner group and comments, ". . .the experimental children (those placed in special classes) had been in three times as much trouble before the experiment than the control group of children if the groups were equated for size. During the experimental period, however, the experimental group was involved in less law violation than the control group."[8] Three, several studies have demonstrated the superior holding power of the special class over the regular class for the educable mentally retarded indicating a feeling of value and purpose of the program for the children enrolled.

3. Disability ~~levels~~ labels, such as mentally retarded, are detrimental to the mental health of the individual concerned. Yet, what of the child's perception that he is the poorest scholar in the room. And no one needs to point it out

to him. Without a label, he is still unacceptable (note comparative social acceptance studies). At least in a special class he has peers, is better than some, as well as others and poorer than only a few. He has a chance to excel, show some leadership, and make contributions.

4. General education has so improved it can now accomodate a wide range of individual differences. If this were only true! Teacher training has not changed significantly in the past four decades. School organizational changes (8-4 to 6-3-3) have shown no results and are in the process of being changed again (6-2-4 to 5-3-4). Curricular changes have occured - history books up-dated, modern math instituted (with no evidence of improved understandings), and reading programs are as many and varied as ever with none showing clear superiority. School psychologists, guidance counselors, and so forth certainly have not reduced the number of problems facing the schools. Excellent teaching hardware has been developed (ETV, feedback typewriters, teaching machines) but the programs have not been conceived for their optimum use. Even the billions of dollars the Federal Government has pumped into Greater Society, poverty, and the several Title programs for early education, salvage programs, work and study incentives, and so forth have had limited effect and impact.

5. It is undemocratic and illegal to track and provide special programs. If only our lawyers, judges, and law makers could solve the educational problems of the children of the nation through new legislation and interpretations of the Constitution. Wouldn't the life of a teacher and educator be wonderful! Unfortunately, nothing in education is less equal than to insist that every learner be provided with identical educational experiences because under this system someone is always more equal than his equals.

/32

Does this mean that programs for the educable mentally retarded should remain as they are presently constituted. By no means. Many changes have occurred since their inception but is it necessary to "throw the baby out with the dirty bath water?" The special class is obviously superior to regular class placement as these programs are presently constituted, for a large proportion of these children. The job facing educators of the mentally retarded is to continue to strive for improvement - improvement of curriculum, improvement of methods, and improvement of teachers and instruction.

References

1. Bennett, A., A Comparative Study of Sub-Normal Children in the Elementary Grades. New York: Bureau of Publications, Teachers College, Columbia University, 1932.

2. Dunn, L.M., "Special Education for the Mildly Retarded - Is Much of It Justifiable?", Exceptional Children, 1968, 35, 5-22.

3. Havighurst, R.J., Growing Up In River City, New York: John Wiley and Sons, Inc., 1962.

4. Johnson, G. O., "A Comparative Study of the Personal and Social Adjustment of Mentally Handicapped Children Placed in Special Classes with Mentally Handicapped Children Who Remain in Regular Classes," Syracuse: Syracuse University Research Institute, 1961.

5. Johnson, G.O., "A Study of the Social Position of Mentally Handicapped Children in the Regular Grades," American Journal of Mental Deficiency, 1950, 55, 60-89.

6. Johnson, G. O., "Special Education for the Mentally Handicapped - A Paradox," Exceptional Children, 1962, 29, 62-69.

7. Liddle, G.P., "An Evaluation of Special Classes for the Mentally Handicapped in the Areas of Mental Health", Unpublished paper.

8. Liddle, G.P., "Slow Learners in the Secondary Schools," Unpublished paper.

9. Pertsch, C.F.A., "A Comparative Study of the Progress of Sub-normal Pupils in the Grades and in Special Classes", Unpublished doctoral dissertation, Teachers College, Columbia University, 1946.

10. Shattuck, M. (Panel Chairman), "Segregation Versus Non-Segregation of Exceptional Children," Exceptional Children, 1946, 12, 235-40.

11. Work Study Programs - A Survey of Effectiveness, Montgomery County Board of Education, 1969.